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AUTHOR Ball, Joseph; And Others
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ABSTRACT

A study focused on the implementation of the Youth Incentive Entitlement Pilot Projects (YIEPP) in its initial period through September 1978. Program operations at 17 sites--Baltimore, Boston, Cincinnati, Denver, Detroit, King and Snohomish Counties (Washington), Mississippi, Alachua County (Florida), Albuquerque, Berkeley, Dayton, Hillsborough County (New Hampshire), Monterey County (California), New York, Philadelphia, Steuben County (New York) and Syracuse--were examined with respect to program participation, job development, schooling, and program cost. The study revealed that the nation's first guarantee job program was implemented on a large scale, quickly, though not without a great deal of stress and strain. There were obvious difficulties in implementation, some caused by the unique features of YIEPP, others by the difficulties of coordinating so many independent agencies. Yet, the model was generally preserved though the provision of all its services was delayed at many of the sites. While many issues remain to be addressed in the longer term, the preliminary judgment is that entitlement is feasible in reaching and employing large numbers of eligibles. (Related youth knowledge and development reports are available separately---see note.) (MN)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

INNOVATIVE APPROACHES
Entitlement Implementation: The First Year's Experience

May 1980

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Employment and Training Administration
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YOUTH KNOWLEDGE DEVELOPMENT REPORT 11.1

THE YOUTH ENTITLEMENT DEMONSTRATION - THE FIRST YEAR EXPERIENCE

Joseph Ball
William Diaz
Joan Leiman
Sheila Mandel
Kenneth McNutt

Manpower Demonstration Research Corporation

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OVERVIEW

Youth Incentive Entitlement Pilot Projects (YIEPP), or Entitlement, is one of the most exciting and innovative initiatives under the Youth Employment and Demonstration Projects Act (YEDPA) of 1977.

o With $222 million in funding for 3 years, Entitlement guarantees part-time school year and full-time summer employment to all 16- to 19-year old economically disadvantaged youth who are in school or return to school and who reside in one of the 17 selected Entitlement project areas. The program is the first large-scale effort to guarantee employment to a population segment.

o Entitlement is one of the most intensive employment and training efforts ever undertaken by Comprehensive Employment and Training Act (CETA) prime sponsors. The enrollments in just seventeen areas are almost double those under the Youth Community Conservation and Improvement Projects (YCCIP) and are larger than those under the Young Adult Conservation Corps (YACC)--two other programs with nationwide focus initiated by YEDPA.

o Entitlement is also one of the most targeted programs ever undertaken. Participants must come from poor families and reside in selected Entitlement areas with defined geographic boundaries. These qualifications insure that areas and youth with the most serious socio-economic problems will be reached.

o The program goes further than any previous Federal effort in linking education and work. Participants must be registered in, attend, and perform adequately in school. Various alternative education approaches are being implemented to serve those with special needs.

o The law permits full wage subsidies in the private sector, enabling Entitlement sites to payroll participants who work in private businesses, thereby reducing the costs of hiring economically disadvantaged youth on a part-time and seasonal basis and, even more important, reducing the paperwork for the employer.

o Finally, Entitlement is one of the largest experimental demonstration programs ever activated by the Federal Government. It provides critical information about how many young people really want to work, whether the requisite jobs for

poor youth can be created or secured in the private sector, whether such an intensive program can be effectively administered, whether guaranteed employment can help promote disadvantaged youths return to and completion of high school, and whether work plus increased education will improve the future of young persons with serious impediments to employment.

To implement such a unique program--with its massive scale, new mandates, and research requirements--it was necessary to take a unique approach: The Department of Labor called on the assistance of a nonprofit intermediary, the Manpower Demonstration Research Corporation (MDRC). MDRC had an excellent record of administering a supported work project and other large human resources development experiments. Under Entitlement, MDRC was given primary responsibility for the research dimensions of the project; it also provided expertise and advice in the choice of sites and in the implementation process.

One of the key problems was that of selecting demonstration sites. Because of the high costs of the job-guarantee, only a few large-scale saturation tests could be attempted. Therefore, a two-tier structure was adopted. Seven large-scale or Tier I sites were chosen to test the feasibility of implementing full-scale job guarantee programs. Each Tier I site covered a full or partial central city area or multi-county region, and each had a potential eligible pool of between 3,000 and 8,000 youth. Ten smaller Tier II projects were established which covered less populated areas or very small portions of a city. Providing between 200 and 1,000 Entitlement jobs, the Tier II sites were to focus on more innovative approaches.

All 17 sites were selected through a rigorous, two-stage, competitive process. One hundred and fifty-three prime sponsors applied. Of these, 34 received grants to prepare final proposals, and 17 were ultimately selected to run Entitlement demonstrations. The final selection of the sites was announced in January 1978, and the first Entitlement enrollees entered the program in March 1978.

For the selected prime sponsors, Entitlement was truly a test of their administrative capacity. The scale of the program was staggering. In some sites, within a few months, the level of employment and training efforts for youth was doubled or tripled. The primes had to be concerned with developing jobs quickly and assigning thousands of

youth. The jobs had to be new ones that did not substitute for existing workers and at the same time provide meaningful work opportunities. Careful matching was necessary to assure that jobs were at the right hours and in the right places to enable a youth to hold a job and continue schooling. The prime sponsors had to work closely with educational institutions to monitor school performance and to find alternative educational arrangements. Each feature of Entitlement--the strict standards of eligiblity, the continuous job creation requirement, the necessary monitoring of schooling performance and attendance, and the private sector subsidies, posed new implementation problems. The demanding research design required exceptional sophistication in the generation and collection of standardized, comprehensive data.

A detailed research effort was implemented to learn as much as possible from this experiment: How well does the program accomplish what it was designed to achieve? Are there significant impacts on participants? Should Entitlement be extended nationally? The legislative origins of the program make it clear that the research findings were to serve as a foundation for future policy decisions. In fact, Congress took the unusual step of specifying questions it wanted answered by the Entitlement demonstration.

Perhaps the most significant lesson documented by this report on the first year's experience with Entitlement is that CETA prime sponsors can be extremely flexible and can deliver under the most trying circumstances. Given the formidable challenges, it is remarkable that the program, with all its new elements and its complex research designs, was mounted so smoothly. There were startup problems at several sites as they rushed to implement what began as an 18-month program. But with some stress and strain, the program quickly got underway. The first enrollees were on board in late March 1978, and by June 1978 there were 29,600 enrollees. Although the research design was one of the most elaborate ever undertaken, it was put in place despite the implementation workload. The answer to Congress' first question as to whether the Entitlement concept is operationally feasible is yes.

Do poor youth really want to work, was a second major question. Some observers believed that jobs were available for those with drive and ambition, and that poor youth had unrealistic expectations. Whatever the validity of these opinions, there is no doubt that eligible young people took jobs when they were offered. For instance, in the city of Baltimore, the number of eligible youth employed by CETA in the summer months of 1978 was estimated to be five times the level of

the previous summer. Out-of-school youth were harder to attract because they had return to school settings they had left. During the first 9 months of operations, students were the first employed. Outreach and the establishment of alternative education opportunities subsequently raised the proportion of participants who had ever been dropouts to 15 percent.

Third, it is clear that the youth who benefit from such a program need help and that Entitlement is an effective way of providing resources. The participants are all from low-income families, about half of whom receive cash welfare. The average parents have less than a ninth grade education. Four-fifths of participants are minorities. One out of every six eligible youth has a child, including over 50 percent of the eligible 19-year-old females. The pilot project sites were selected to achieve a diversity of geographic and economic conditions, for youth with severe problems are almost everywhere. The targeting under Entitlement has concentrated resources to meet their needs.

A fourth major question was whether meaningful jobs could be created in the public sector or made accessible in the private sector. Some critics believed that government and nonprofit employment were already "saturated" and that productive jobs could not be created. Seven-eighths of the hours of employment in the first year of Entitlement were in the public or nonprofit sector. Detailed evaluations of the value of output from these jobs suggest that youth are working in real jobs, contributing to their communities. There is certainly no evidence of wholesale "makework."

Private sector participation has varied in different sites. In Denver and Detroit more than a fourth of the work was in the private sector. In the Philadelphia Tier II project site, the private sector provided two-thirds of the jobs. By contrast, the private sector in Baltimore and Mississippi accounted for less than 10 percent of jobs. It seems that even when 100 percent wage subsidies are offered and the burdens of paperwork and red tape reduced, private employers do not stampede to hire disadvantage youth. Establishing relations with private sector employers is a continuing process.

A fifth question asked whether school-linked jobs could reduce dropout rates and induce a return to school. The first "scientific" assessment of the impacts will be available in the summer of 1980. Present indications suggest that

out-of-school youth are not easy to reach and to coax back to school, and that part-time work may not be lure enough for many. Clearly such youth prefer nontraditional educational opportunities. For those who choose this option, it is doubtful that many could pursue education without the income support. Some anecdotal evidence indicates that Entitlement is increasing attendance rates and performance in some of the schools. The programs have improved the enrollment shares of out-of-school youth, and the portion of enrollees who were dropouts the previous semester increased from 6 to 15 percent in Tier I sites between the spring and fall of 1978.

Much more will be learned from Entitlement; in fact, it may prove to be the most fruitful experiment in subsidized employment linked to education ever undertaken. It already provides some important inputs for youth employment policy. The Entitlement demonstration shows that the implementation of a large-scale job guarantee program is feasible and that massive expansion of local youth employment opportunities is a reasonable option. It shows that poor youth will certainly take jobs if they are available. It shows that there can be more linkages between education and work experience than in the past, and that CETA dollars can create alternative education opportunities that attract youth from the street back to school. It shows that even the 100 percent wage subsidy authorized in the legislation does not guarantee an "open sesame" to the private sector, although it does provide a foundation for increasing involvement. In short, the fundamental concepts of the Entitlement project are operable and expandable. Entitlement appears to be one way of reaching and employing the large numbers of poorest youth who are not served by existing programs.

The net impact of the program on the youth who participate is still unknown. The most important--and as yet unanswered question is whether they will benefit over the long run. Entitlement may not be the most "cost-effective" program approach. Experience to date, however, justifies optimism.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products.

The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless array of issues. However, policy and practical application will usually require integration and synthesis from a wide array of products, which, in turn, depends on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with OYP knowledge development efforts. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analysis of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse agencies and the like.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

This report on the first year's experience with Entitlement provides a detailed assessment of start-up problems. Stabilization and success in overcoming start-up problems are documented in The Youth Entitlement Demonstration - Two Years Experience. The quality of work under Entitlement and preliminary estimates of school impacts are contained in The Youth Entitlement Demonstration--Preliminary Evaluations of Work Quality and Impact on School Behavior. These are both in the "innovative approaches" category. Schooling and Work Among Youths From Low-Income Households in the

"research on youth employment and employability development" category presents the findings of the original survey of Entitlement areas and control sites. While this provides generalized information of importance in understanding youth employment problems, there is specific background information of importance relative to Entitlement.

ROBERT TAGGART
Administrator
Office of Youth Programs

SUMMARY

The Youth Incentive Entitlement Pilot Projects, also known as the Youth Entitlement Demonstration, is unique among manpower programs in that it establishes a guarantee or "entitlement" to a job for any youth who meets the program's eligibility criteria. At the end of September, 1978, 37,000 low-income youths aged 16 to 19 years, in 17 competitively selected communities across the country, were enrolled in this demonstration which guaranteed them a part-time job during the school year and a full-time job during the summer months, on condition that they remain in, or return to, a secondary school or enroll in an equivalency education program. The job guarantee is open to the youths as long as they remain eligible and maintain standards established for performance at school and on the job.

The 17 communities in the demonstration were selected from a list of 153 prime sponsor candidates in a two-stage process which took place in the fall of 1977. As a result of this, seven large-scale areas, called Tier I sites, were chosen to test the feasibility of implementing the program on a saturation basis. Ten smaller Tier II projects were established to test various programmatic approaches and innovations and to provide greater balance to the demonstration in terms of geographic and economic factors. The final selection of the sites was announced in January, 1978, and the first Entitlement enrollees entered the program in March.

Following the direction of Congress, and under the overall super-

vision, policy direction, and management of the Department of Labor, MDRC coordinates the program and is carrying out three types of research: impact, implementation, and cost. The impact analysis, which is subcontracted out to Abt Associates, Inc., will measure the participation rates of youths eligible for the program, and the impacts of the program on their labor-force status, earnings, and educational progress. The implementation research is directed towards documenting and explaining the programmatic development of the demonstration, and assessing its operational feasibility, both generally, and under varying site circumstances. The cost analysis measures program costs, and will estimate those which would be involved if the demonstration were to be implemented nationwide.

This report is an interim report on the implementation of the program through September of 1978 and on the early program costs from that period. An earlier report, "A Summary Report on the Start-Up Period of the Entitlement Demonstration Program," was published by MDRC in January, 1979, and this later report also covers the start-up period, but in more detail, developing some of the issues which were identified in that document. It follows the demonstration through the first spring enrollees of 1978, the summer full-time employment entitlement, and into the part-time entitlement in the fall of 1978. It includes a discussion of the major areas of implementation affecting the demonstration to that date: planning and site selection; recruitment and enrollment; providing the jobs; worksite assignment and monitoring; meeting the schooling requirements and finally, early Entitlement costs.

The report finds that the unique operational requirements of the

Entitlement design, together with the conditions under which the demonstration was planned and fielded, acted to produce a set of difficult management challenges for participating prime sponsors. Not surprisingly, those features of Entitlement that most closely resembled existing manpower programs were implemented first and most successfully, while newer and more difficult features of the program, for example, the monitoring of school attendance and performance, were left to be tackled at a later date. The particular challenges posed by the Entitlement design, and by the conditions under which the demonstration began, are summarized below together with the major areas of implementation strength and weakness that emerged during the first period of the demonstration. While it is still too early to draw firm conclusions about the feasibility of Entitlement as it is presently operated within the CETA system, some patterns are identified which bear close observation as the demonstration moves towards greater stability during the last year and a half of the demonstration.

I. Major Conditions Affecting the Implementation of Entitlement

1. The Uniqueness of the Job Guarantee. As the nation's first test of a job guarantee, there were few prior models or operating lessons for the prime sponsors or the national agencies to draw upon. Not only were prime sponsors obligated to reach out and ensure eligibles jobs to a degree not previously attempted, they also had to ensure the continuing eligibility of participants and see that they met the requirements of continued attendance and adequate performance in the schools.

Prime sponsors had few established procedures in place to carry this out, and those that they did have, such as the ones developed for the Summer Program for Economically Disadvantaged Youth, often proved inappropriate for Entitlement.

2. The Requirements on the Prime Sponsor. Entitlement required that a uniform program model, while still providing a degree of local varation, be carried out across sites; CETA prime sponsors had generally been accustomed to more decentralized program delivery. Prime sponsors now had to assume managerial control over their network of subcontractors and other participating organizations to an extent they had not previously experienced. In addition, they had to negotiate and communicate with the Department of Labor and MDRC in more detail than prime sponsors normally do under regular CETA operations. The new and unfamiliar procedures they instituted gave rise to operational problems and strained relationships, in many cases, among the organizations involved.

3. Need for an Information System. Because Entitlement is a research demonstration, prime sponsors had to implement a centralized system developed by MDRC for transmission of data about every participant enrolled, assigned, or terminated from the program. Those centralized systems already in place were, as a rule, not adaptable to Entitlement reporting requirements. Since prime sponsors were generally unprepared for such extensive data collection, the need to implement a uniform system imposed administrative burdens on programs already coping with large numbers of enrollments and job placements.

4. The Rapid Start-Up. The perceived urgency for a rapid implementation of the program effectively reduced the opportunity for prime sponsors to adequately plan and prepare for program operations, particularly in the Tier I sites. Thus, when problems emerged from the new requirements and operating procedures, they occurred under full-scale operating conditions, with little chance to easily correct the mistakes.

II. Major Areas of Implementation Strength and Weakness

A. Recruiting and Enrolling Eligible Youths

1. The 17 programs made strong efforts to reach out and serve the target population: youths who were eligible, who met the criteria of age, income, non-graduate status, and residency in the Entitlement area. A high percentage of the enrollees were youths already in school, and there are early indications that the particular program configuration of Entitlement may not be the most efficacious vehicle for reaching a large percentage of drop-outs.

2. While there were complaints from prime sponsors about the amount of paperwork required of youth applicants, these requirements were, in fact, somewhat less stringent than those of other cash and service entitlements. It does not appear that large numbers of youths declined to apply because of the paperwork and information burden, although the extent of attrition before application is an issue which may emerge as important as later survey work is conducted.

3. Prime sponsors and their contractors were able to establish recruitment and enrollment structures that, while strained during the first few months, were able to accommodate the demand of eligible youths

who came forward to enroll.

B. Developing Jobs and Assigning Youths

1. There was an adequate supply of work experience opportunities for the youths who came forward to enroll in Entitlement, and sponsors were able to generate a pool of potential work sponsors with minimal trouble.

2. While prime sponsors did not reach their original projections, they were able to elicit the cooperation of many private companies to provide work experience opportunities for Entitlement youths.

3. Problems of coordination between job developers and job assignment staffs at several Tier I programs led to problems of matching enrolled youths to worksites in accessible locations and with business hours that would accommodate part-time school-year work schedules. More ambitious efforts to match youths with jobs based on skills, special interests, and other similar criteria were largely unsucessful except at a few of the smaller Tier II programs which attempted such matching.

4. Time and coordination pressures at several Tier I programs produced major delays between the time youths enrolled and the time they started working.

5. The type of worksites developed were by and large fairly typical of work experience programs, with a heavy emphasis on government or nonprofit-related service and clerical jobs. Private-sector worksites did not generally deviate from this pattern and were primarily service-industry and clerical-related.

6. Efforts to enforce attendance and work performance standards

for youths at worksites proceeded minimally at most Tier I programs. While youths with extremely poor work attendance or behavior accounted for nearly 10 percent of all terminations, effective monitoring and enforcement of standards generally took a back seat to more pressing organizational and management issues. Enforcement of work standards was generally pursued more diligently at the smaller programs in the Tier II sites.

C. Ensuring the Participation and Cooperation of Educational Institutions

1. At the minimum, educational institutions were cooperating with Entitlement prime sponsors to the extent of reporting on participants' attendance and performance. This process was slow to get underway in many sites, in part because the program began late in the spring, in part because of the absence of concrete and enforceable minimum school system standards for students, and in part, out of some reluctance by schools to report on programs for youths who were involved in a non-school program. Again, the smaller programs had a generally easier time in establishing and monitoring these matters.

2. The consensus among school systems and prime sponsors was that drop-outs were unlikely to find a return to regular school setting worth the benefit of the Entitlement job. This was believed to be particularly true for 18-and 19-year-old, out-of-school youths. The slow development of alternative programs, where they did not already exist, imposed some delays on the enrollment of drop-outs.

3. The rapid start-up, the short duration of the Entitlement program as originally conceived, and guidelines which discouraged the use

of funds for educational activities, all combined to inhibit close co-operation between the schools and manpower agencies. This, compounded by the normal difficulties of modifying the activities of large-scale bureaucracies and of coordinating a variety of independent agencies, made it difficult to institute programmatic changes within the educational system.

D. Early Program Costs

1. Lower-than-projected enrollments coupled with a slower program build-up than anticipated combined to produce under-expenditures through September, 1978 which ranged from 28 percent to 78 percent of planned budgets.

2. The initial projections of program enrollments turned out to be high for a number of reasons. Prime sponsors had little to guide them in the way of accurate data beyond the seven-year-old 1970 Census. In addition, the general tendency of agencies to inflate service projections in order to maximize funding was reinforced in this instance by the guaranteed nature of the benefit. Participating prime sponsors desired and were encouraged to build in a safety factor in the event that youths came forward to claim the guaranteed jobs at a high rate.

3. The average cost to maintain a year-round participant slot is initially projected at $4,600, based on the experience of the first nine months of the program. Costs within the individual sites, however, varied widely depending on the average number of hours worked per week per participant, and the costs associated with program management and service to enrolled youths.

In summary, the nation's first job guarantee program was implemented on a large scale, quickly, though not without a great deal of stress and strain. There were obvious difficulties in implementation, some caused by the unique features of Entitlement, others by the difficulties of coordinating so many independent agencies, especially education, and many other factors. / Yet, by and large, the model was generally preserved through the initial stages of implementation, even though the provision of all its features was delayed at most of the Tier I sites. While many issues remain to be addressed in the longer term, the preliminary judgment is that Entitlement is feasible in reaching and employing large numbers of eligibles. /"

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CHAPTER I

INTRODUCTION

The Subject of the Report.

The Youth Entitlement Demonstration is being carried out under Title III, Part C of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. This research report, one of several MDRC will issue during and after the demonstration, addresses issues of program design and feasibility.

The period covered by the report -- August, 1977 to October, 1978 -- begins with passage of the legislation and selection of sites, and follows the demonstration through three employment periods: initiation of operations with the provision of part-time job entitlements to the first enrollees during the spring term of the 1977-78 school year; the first period of full-time job entitlement in the summer of 1978; and the transition back to part-time job entitlement during the fall term of the 1978-79 year. Two earlier MDRC reports summarized developments in the demonstration through June, 1978. This report examines, in greater detail, a number of issues that were summarily identified in the earlier documents.

This report will not discuss program impacts. Other and separate reports to be issued by MDRC will assess the rates at which eligible youths participate in the program, and the effects the program has on their return to school, school retention and completion, labor force status, earnings and hours worked, and enrollment in post-secondary

education and training.

The Entitlement Demonstration.

The Youth Incentive Entitlement Pilot Projects, known generally as Youth Entitlement, is a guaranteed jobs program for disadvantaged youths who agree to pursue a high school education. The demonstration is one of three experimental initiatives mandated by Congress in the Youth Employment and Demonstration Projects Act of 1977. Entitlement's special focus is the tie between a guaranteed job benefit and an educational requirement. Youths living in an Entitlement demonstration area who are between the ages of 16 and 19, have not graduated from high school, and are disadvantaged by virtue of the fact that they are members of a family receiving welfare or with incomes below the poverty standard, are entitled to a part-time job during the school year and a full-time job during the summer, provided they are enrolled in school and meeting satisfactory performance and attendance standards.

Originally scheduled to run for 18 months through June, 1979, the demonstration has now been authorized to continue through June, 1980. A total of $222 million has been made available for the Entitlement effort. Of this, about $210 million has been allocated for site operations.

The demonstration is organized in two tiers. Because of the high cost of a job-guarantee program, only a few large-scale saturation tests could be attempted. The possibility of other innovative approaches were also suggested by the legislation. Therefore, a two-tier structure was created.

- Seven large Tier I sites were chosen to test the feasibility of implementing full-scale job guarantee programs. Each Tier I site covers

a full or partial central city area or multi-county region, and each has an estimated pool of between 3,000 and 8,000 potentially eligible youths.

- Ten smaller Tier II projects have been established which cover less populated areas or very small portions of a city. Each Tier II project covers between 200 and 1,000 potentially eligible youths.

All the sites, Tier I and II, were selected through a competitive process to represent a cross section of social, economic, and geographic conditions associated with youth unemployment. They are situated in large and small cities, high-density urban areas, and sparsely populated rural areas.

The Research Design.

A large-scale research effort seeks to determine how well the program accomplishes what it was designed to achieve, whether the results are effective, and whether the program should be extended nationally. The language of the YEDPA legislation makes clear that Entitlement and three other parts of the Act (Young Adult Conservation Corps, Youth Community Conservation and Improvement Projects, the Youth Employment and Training Programs) are to contribute to the development of a national policy on youth employment. In fact, Congress took the unusual step of writing into the legislation itself specific questions to be answered by the Entitlement Demonstration.

Based on the hypotheses set forth by Congress and by a Knowledge Development Plan issued by the Labor Department, MDRC designed a three-part research program for analyzing the impact, implementation, and costs of Entitlement.

The impact component of the research will utilize survey data collected over three years to answer questions about the effect of Entitlement on drop-out and return-to-school rates, and its short- and longer-term impacts on employment earnings, and post-secondary education and training. The implementation research, the primary concern of this report, describes how Entitlement was actually operated in the field and how various institutional arrangements at the sites affected the program. Through the implementation research, MDRC will attempt to draw lessons concerning operational feasibility -- both generally and under varying site conditions. Finally, the research program on costs will include an estimate of the total costs that would be involved in extending the program nationwide.

The Role of MDRC.

The U.S. Department of Labor, which is responsible for implementing Entitlement, has contracted with the Manpower Demonstration Research Corporation to design and conduct the three-part research program and coordinate program implementation. MDRC is a nonprofit, publicly supported, private corporation which designs, manages, and evaluates programs developed to test new techniques for improving the social and economic well-being of the disadvantaged. Formed in 1974, MDRC is funded by government and philanthropic sources and has management and research responsibilities for the design, operation, and evaluation of demonstration programs such as Entitlement. In carrying out its role in the Entitlement Demonstration, MDRC has worked closely from inception with the U.S. Department of Labor which maintains the overall management and policy-making responsibility for the program.

The Implementation Issues.

YEDPA, with its provisions for the test of the Entitlement idea, was passed by Congress in August, 1977. In September, the Department of Labor decided to award Entitlement planning grants through a competitive process of pre-application; 153 prime sponsors applied. In October, 34 received grants to prepare final proposals. In January, 17 of these were selected to run Entitlement demonstrations and by March 20, 1978, several sites had enrolled their first youths.

In attempting to draw some early lessons from the first year of the demonstration (covering the seven-month period of planning and site selection as well as the first six months of operation) one fact is central: this is the country's first job guarantee experiment, and it is being tested for scale and feasibility as well as impact. Six of the Entitlement areas cover entire cities or metropolitan areas (Denver, Cincinnati, Seattle and its surrounding communities in King and Snohomish counties) and large portions of major cities (Detroit, Baltimore, Boston). A seventh covers a large, 19-county area of rural Mississippi. Honoring the Entitlement in these Tier I projects as well as the smaller Tier II projects will require providing jobs for large numbers of youths. From program inception to conclusion, it is estimated that over 100,000 teenagers will participate in the program.

Unique as it is to American manpower policy, Entitlement is made even more so by the fact that the job guarantee is coupled with a requirement for school attendance and performance. Neither the Department of Labor nor the 17 prime sponsors had ever designed or attempted a job guarantee program, let alone one with a schooling requirement. In terms

of program administration, particularly eligibility and enrollment, Entitlement is closer to a means-tested, work-conditioned income transfer program than to employment and training programs. The latter serve as many individuals as can be served within available budgets; Entitlement must serve all those eligible. A first set of issues to be addressed by this report, therefore, grows out of the Entitlement concept itself: its uniqueness to the manpower field; its requirements for strict eligibility determination, continuous job creation, and continuous monitoring of the schooling condition; and its implications for the design of field procedures and the enforcement of requirements.

A second set of issues to be addressed is raised by the set of early decisions made by the Labor Department with respect to how, when, and by whom the demonstration was to be fielded. The fact that a program as complex as Entitlement got underway within seven months of legislative passage is remarkable in itself, particularly when one considers that a competitive application process, conducted within research guidelines, was used to select demonstration sites.

The fact that the successful sites were not informed of their selection until early January, 1978, makes the fast start all the more impressive. It did, however, mean that final planning and pre-program preparations had to be compressed.

Moreover, in order to be properly implemented, the Entitlement Demonstration required prime sponsors to be directly responsible for a number of activities such as eligibility certification and intake which many of them were accustomed to handling through subcontractors. The closest manpower program available as a planning model was the summer

SPEDY program (Summer Program for Economically Disadvantaged Youth, the successor to the Neighborhood Youth Corps program) which involved the creation of jobs for large numbers of youths in a short time period. The SPEDY program, however, was over each summer almost as soon as it was underway. It involved developing full-time rather than part-time jobs, and, most important, carried no requirement for continued schooling as a condition for working. Entitlement, in contrast, was to operate over an extended time period, involved continuous enrollment, and required the identification or creation of enough subsidized jobs to make good the job guarantee under conditions that would permit a youth to continue school. It was a major design and management challenge for prime sponsors accustomed to relying heavily on a network of subcontractor organizations to carry out programs and provide services.

A third set of implementation issues concerns the demands the research and demonstration nature of the program made on the prime sponsors. Congress, in requiring the Labor Department to test the job entitlement as a strategy for impacting the schooling and employment of youths, was very specific about its questions. Providing answers demanded the generation and collection of standardized, disciplined data from the demonstration sites. Moreover, the injunction to report what impact, if any, the program had on schooling and labor force behavior could only be satisfied if the job guarantee meant essentially the same thing in the different sites, and uniform policies governed its implementation. CETA prime sponsors are not accustomed to operate in this mode. The CETA system is heavily decentralized and prime sponsors generally operate with great program flexibility. The need to adopt new systems and procedures

and to modify existing ones, was another demand that challenged management and affected implementation.

The last major set of issues to be addressed in this report concerns the feasibility and cost of the program itself and what we have learned about the problems of providing a school-tied job guarantee to a population of in- and out-of-school disadvantaged 16-to-19 year olds. What does enrollment to date say about how easy or difficult it is to reach these youths? What does it say about the problems of making real the job guarantee by providing enough jobs at the right hours and in the right places to make it possible for a youth to hold a job and continue schooling? In the legislation, Congress explicitly states that it is the purpose of Entitlement to "provide youth...with meaningful opportunities to learn and earn that will lead to meaningful employment opportunities after they have completed the program." Where have the jobs for youths been found thus far in the demonstration?

Providing the guaranteed job benefit is only one side of Entitlement, however; making real its conditional side by monitoring school attendance and performance is the necessary other. To what extent was this done during the period covered by the report? What standards were used by the prime sponsors to determine fulfillment of the schooling requirement? For their part, what roles did schools play in supporting the program? Were they aware of Entitlement as a social experiment to foster school attendance and completion as well as employment? Did they work with prime sponsors to make it easier for youths to hold down the combined school and work schedule?

Finally, what do initial program costs tell us about program manage-

ment during this early period of the demonstration? What features of the program are significant determinants of cost, and how have these varied from site to site?

The Entitlement Demonstration presented a set of unique problems to the sites selected to implement it. An unusually rigorous (for CETA) eligibility system, coupled with a conditional benefit, required procedures new to CETA prime sponsors. A high degree of coordination between enrollment and job creation was necessary to make the job guarantee real. Not surprisingly, the experience varied significantly between sites. This report will explore these problems and differences, pointing out where things seemed to go well, and where they seemed to go badly, as an initial step in explaining the results of the demonstration and assessing its feasibility. In reading the report and its conclusions, it is important to keep in mind that any lessons drawn from a demonstration that is scheduled to run for another 20 months after the period covered by this report must be considered preliminary. They should be seen in the context of setting a framework for further research to inform our assessment of the success or failure and feasibility of Entitlement.

The Outline of the Report.

The data used in this report draw heavily on the Entitlement Information System (EIS) developed by MDRC to collect and tabulate the extensive amount of standardized data which the research demands. (The EIS is described in detail in Appendix A of this report.) The report also uses documentation prepared by MDRC field personnel, including MDRC field representatives who are stationed on-site at the individual Tier I projects

to monitor and observe the course of the demonstrations. A third important data source is a series of structured implementation interviews which were designed by MDRC research staff and carried out by manpower consultants during the summer of 1978 at each of the seven Tier I sites. A fourth source is the reports filed by a subcontractor, MDC, which monitors a number of the Tier II sites on behalf of MDRC.

CHAPTER II

PRE-IMPLEMENTATION: PLANNING AND SITE SELECTION

This chapter looks at the earliest developments in the Entitlement demonstration, particularly at three areas of decision-making that had important consequences for the subsequent course of the demonstration: the design of the program; the competitive procedures used to select the participating prime sponsors; and the timetable that governed site selection and start-up.

Program Design.

As a first step, the legislative mandate had to be translated into rules and guidelines for prime sponsors to follow in preparing applications and then in implementing programs. A number of considerations had to come into play in designing those guidelines, including the requirements on research findings contained in the legislation.

In designing the model, one objective was to define a program that could be replicated in a subsequent national program should Congress eventually choose to institutionalize Youth Entitlement. The program model needed to be so structured that the demonstration's results on participation and costs would be realistic, closely approximating what would occur in an Entitlement program operated under normal, non-demonstration circumstances. This would make the demonstration's findings relevant to a decision to expand the program to other locations. It would make little sense, for example, to establish procedures for monitoring eligibility so stringent that they could not be practically and routinely implemented in a large-scale, national program.

Another consideration was cost. Labor and MDRC had to be sure the program could be run as an entitlement -- delivering jobs to all those eligible -- within the funds available. Entitlement was to be an open-ended, welfare-type program in terms of serving all eligible applicants. But, unlike welfare programs, which are funded with the knowledge that costs are largely uncontrollable, the demonstration had a fixed appropriation of $115 million that could be exceeded only with great difficulty.

Perhaps the most important objective was a standard model that would allow for generalizable research results, while at the same time allowing for operational flexibility at the local level. In designing Entitlement, the Department of Labor and MDRC had to remain sensitive to the possibility of "over-regulation" that would prevent prime sponsors from using procedures best suited to their local requirements. Such strictures would rule out the development of local innovations and procedures that might later be incorporated into a national program. At the same time, it was important to ensure that the projects would deliver basically uniform and researchable programs that would yield data adequate to address questions about the impact, costs, and feasibility of Entitlement.

The process was made more difficult by the nature of the authorizing legislation, which was unusual in mandating a number of specific features while remaining general in several program areas. The Youth Act is not confined to the broad policy mandates one is accustomed to seeing in national legislation. Congress did not merely authorize a program to test the effects of a school-conditioned job on teenage school participa-

tion and performance and leave the procedural fine points of the demonstration to Department of Labor staff and researchers. Congress was quite specific about the age of participants (16-19) and other eligibility requirements: the maximum number of hours they would be allowed to work, the kinds of employers to be utilized, the establishment of worksite and school performance and attendance standards, and a variety of optional program features. In addition, the legislation itemized a series of topics to be addressed in reports from the Department of Labor. These specific points were not always clearly defined. In formulating the program's operating rules, therefore, DOL and MDRC staff found themselves occasionally "bumping up" against one of these specific provisions in the law or struggling to fit a particular feature mentioned in the Youth Act with the basic mission of the demonstration. As an example, it was decided to downplay training in the program guidelines because it was not fully in harmony with the work experience nature of the demonstration.

Whatever equilibrium emerged among these considerations came incrementally in addressing particular issues. For example, systems for the delivery of data that might be required from local projects for the demonstration were not likely to be included in a national program, but were specified nonetheless. Creating a uniform school performance standard for participants, to cite another compromise, would aid the research but would not be practical in the national program, given the diversity and autonomy of local school districts. The weighing of these considerations within the constraints posed by the legislation itself led to the specific operating rules for the program. The major features

of the program -- specified by these rules and the law itself -- are presented in Chart I.

Site Selection.

Balancing the research objectives of the demonstration, and the political realities of a substantial amount of money earmarked for youth employment, the Department of Labor developed a selection procedure designed to achieve variation while giving interested prime sponsors the opportunity to compete for participation. First, the two tier structure described in Chapter I was established to assure a distribution between large and smaller scale demonstrations. Second, the possibility of participation was opened to all interested prime sponsors, using a procedure of competitive review and ranking to narrow down the list. Third, the final decisions were made by the department among the top-ranked competitors, using recommendations from a special Review Panel to assure that the demonstration was operated under varying regional conditions, in varying labor markets, and that it would serve youth populations of varying ethnic composition.

The decision to open the competition to all prime sponsors, and use competitive rankings to determine the successful finalists, had a number of consequences for the demonstration. To begin with, it meant that a great deal of time was consumed in the earliest days of the project reviewing first pre-applications and then applications, time that might have been spent in working with a selected number of sponsors to develop detailed plans for the demonstration. For the successful competitors, it meant that they were involved in preparing proposals rather than

CHART 1

SUMMARY OF MAJOR FEATURES OF THE YOUTH ENTITLEMENT DEMONSTRATION

Key Features	• A guaranteed job to teenagers from poverty families who return to or remain in high school or a program leading to a general equivalency diploma. Minimum entitlement to include six months part-time work or eight weeks full-time work • Creation of 17 demonstration projects selected for economic and regional diversity and divided into seven Tier I projects testing large scale saturation and ten small scale Tier II projects to test the implementation of Entitlement with special features (such as additional counseling); all to be operated by CETA prime sponsors • Extensive research requirements to test the impact, feasibility and costs of Entitlement as specified by Congress
Objectives	• Increase school participation of drop-outs and youths in school to enhance their opportunity to obtain a high school or equivalency diploma • Provide a work experience that would enhance the future employability of participants • Create large numbers of jobs to help reduce teenage unemployment
Eligible Target Population	• Youths who are: --16 to 19 years old --Economically disadvantaged from families whose income is at or below the OMB poverty guidelines or receiving cash welfare --Residing in designated project Entitlement areas --Enrolled in school

Eligible Monitoring	• Initial certification to include: --Birth certificate, passport, baptismal certificate, or naturalization paper for age --Parent-signed income statement or proof of welfare status at least 30 days prior to enrollment --Residency statement supported by rent receipt, utility bill, or landlord statement showing residency in Entitlement area at least 30 days prior to enrollment --Signed statement by school official or enrollment lists indicating youth currently enrolled in school program or one to begin within 30 days of program enrollment • Reverification of income and residency to occur seven to twelve months after initial enrollment; youths who turned 20 or graduated and received minimum "entitlement" of six months part-time or eight weeks full-time employment to be terminated, with prior warning, upon birthdate or graduation • Ongoing school attendance and performance to be verified monthly according to locally-established standards • Ongoing work attendance and performance standards to be verified according to locally-established standards • Termination and grievance procedures to be established by prime sponsors
The Jobs	• Sufficient jobs for all eligibles to claim their entitlement • Jobs to provide "meaningful" work not "make" work, and must be monitorable • To be located within or in close proximity to Entitlement area

CHART 1 (Continued)

	• Public, private nonprofit, and private, for-profit worksites allowed with private-sector participation encouraged by a wage subsidy of up to 100 percent • To provide for no less than 10 hours a week minimum nor more than 20 hours for part-time, school year work; no more than 40 hours a week for full-time, summer employment • Displacement and substitution of regular employees is forbidden • Work performance and attendance for standards for youths to be established by worksites and prime sponsors • Training allowable but to be directly related to work assignment and kept to a minimum
Wage Levels	• Federal minimum to pertain except where prevailing or negotiated wage required with federal laws and regulations
School Programs	• Must lead to a high school diploma or general equivalency certificate • Must provide monthly reports that participating youths are meeting the school's minimum performance and attendance standards as established by schools
Entitlement Areas	• Each to be a discrete geographic area with a single set of boundaries and to coincide with school district boundaries, if possible
Administrative Arrangements	• Single agency, with prime sponsor or its designated management agent, to be responsible for program operations • Central participant single payroll to be utilized for each project

plans, a process which does not encourage early commitment of resources or staff to meet the requirements of starting a major new program, since there is no certainty of final selection. It can only be a matter of conjecture as to whether an alternative procedure would have gone more quickly and allowed the allocation of more time to planning and less to proposals. We can only suggest that the competitive process in itself is a time-consuming process where the expenditure of time is not directly invested in program preparation, at least not until the very late stages. When a competitive process is combined with a tight timetable, as happened in Entitlement, much valuable planning time can be lost.

There is another question of interest with respect to the site selection procedure, and that is the extent to which the competitive process works well as a method of site selection. In a sense, this entire report is an answer to that question, because it deals with the strengths and weaknesses of program operation, and the bearing which implementation has on the earliest data coming out of the demonstration. There is another, more summary way to address the question, however, one that is focused on the accuracy of the rating process itself. While it is not possible to ask how different the results might have been had another procedure been followed, it is possible to ask how well in the case of Entitlement, the competitive process served to identify strong performers to operate the demonstrations.

Table I lists the 17 prime sponsors who are running the Entitlement program. Their selection came in January, 1978, after a two-step process. The first step involved a competitive rating

on the basis of a pre-application proposal. The review was a paper review, only made on the basis of the written application but informed where the information was available by the evaluative rankings given to the prime sponsors by the Regional Offices. The pre-applications were rated in five performance areas using uniform criteria (see Chart 2). One hundred and fifty-three prime sponsors were reviewed and rated in this manner, producing a list of 34 to whom planning grants were awarded for the preparation of detailed proposals. The second step was a competitive rating of the 34 final applications made on the basis of the final proposals and of field visits made to each of the 34 sites by MDRC and DOL staff. The final applications were rated with minor modifications in the same performance areas, and using the same criteria as in the pre-application process. There was, however, one important exception. Because of the need to ensure that the demonstration would operate in both urban and rural sites and in partial and entire cities, the final applications were divided by tier into three groupings: metropolitan, partial; metropolitan, full; and non-metropolitan, and the competitive scores were awarded within these groupings. The results were submitted to the Review Panel and then to the Department of Labor which made the final selection from the highest-ranking sites, applying the research criteria referred to earlier.

To address the question of how well this process served, in the case of Entitlement, to identify strong performing prime sponsors, MDRC re-rated the 17 Entitlement primes after one year of operation and compared these ratings with those the agencies had received in the pre-application and in the final application process. The results are

TABLE 1

SUMMARY CHARACTERISTICS OF SITES SELECTED FOR
PARTICIPATION IN THE YOUTH ENTITLEMENT DEMONSTRATION

Tier I

Site	DOL Region	Entitlement Area	Unemployment Rate	Racial Composition of Entitlement Area's Total Population
Baltimore	III	Four complete high school zones and part of a fifth, encompassing 1/3 of the city	10.3% (1976)[a]	15% white, 85% non-white (1977)
Boston	I	Four school districts; parts of Dorchester, Roxbury, S. Boston, Mattapan, Hyde Park, Central Boston, Charlestown	9.8% (1977)[b]	77% white, 22% non-white 1% other (1970)
Cincinnati	V	Entire city	7.0% (1977)[b]	72% white, 28% non-white (1970)
Denver	VIII	Entire city	6.9% (1976)[b]	91% white, 9% non-white 17% Hispanic (1978)
Detroit	V	Attendance zones of five high schools	13.1% (1977)[b]	30% white, 70% non-white (1977)
King-Snohomish	X	King County and Snohomish County, including the city of Seattle	6.7% (1977)[b]	90% white, 10% non-white (1979)
Mississippi	IV	Nineteen rural counties located in a belt across the state between the City of Jackson and the Gulf of Mexico.	4.2% (1977)[c]	60% white, 40% non-white (1975)

SOURCE: Data in this chart were provided by each site in the Pre-Application proposals submitted for participation in the Entitlement Demonstration. Unemployment rates and Racial Composition figures were not consistently defined in the proposals.

[a]Rates shown are for the City.

[b]Rates shown are for the Prime Sponsor Area

[c]Rates are shown for the State.

TABLE 1 (CONTINUED)

SUMMARY CHARACTERISTICS OF SITES SELECTED FOR
PARTICIPATION IN THE YOUTH ENTITLEMENT DEMONSTRATION

Tier II

Site	DOL Region	Entitlement Area	Unemployment Rate	Racial Composition of Entitlement Area's Total Population
Alachua	IV	Two school districts encompassing urban and rural areas	4.5% (1977)[a]	69% white, 31% non-white, (1970)
Albuquerque	VI	One high school attendance district	9.8% (1976)[a]	90% white, 10% non-white, 54% Hispanic (1970)
Berkeley	IX	Entire city	14.6% (1976)[b]	63% white, 37% non-white, 7% Hispanic (1978)
Dayton	V	One census tract in the city of Dayton, Ohio	10% (1977)[b]	1% white, 99% non-white (1977)
Hillsborough	I	Entire city of Nashua	5% (1978)[b]	99% white, 1% non-white (1978)
Monterey	IX	One school district in a preponderantly rural area	6.7% (1978)[b]	85% white, 15% non-white 69% Hispanic (1978)
New York	II	Part of one school district in Brooklyn	10.8% (1975)[a]	40% white, 60% non-white 6% Hispanic (1970)
Philadelphia	III	One census tract in North Philadelphia	9.7% (1977)[b]	16% white, 84% non-white (1978)
Steuben	II	Seven school districts in rural Steuben County, New York	8.1% (1976)[b]	99% white, 1% non-white (1976)
Syracuse	II	Entire city	8.6% (1977)[b]	85% white, 15% non-white (1978)

SOURCE: Data in this chart were provided by each site in the Pre-Application proposals submitted for participation in the Entitlement Demonstration. Unemployment rates and Racial Composition figures were not consistently defined in the proposals.

[a]Rates are shown for the standard Metropolitan Statistical Area (SMSA).

[b]Rates are shown for the Prime Sponsor Area.

CHART 2

CRITERIA USED TO RATE PRIME SPONSOR PROPOSALS SUBMITTED FOR PARTICIPATION IN THE YOUTH ENTITLEMENT DEMONSTRATION

Criterion	Description
I: Program Management Capability, Feasibility, and Commitment.	Consider the managerial, administrative, and operating capability of the designated managing agent; organizational and staffing structure; operational feasibility of the Entitlement area; role, commitment, and capacity of local schools, labor organizations, or other key agencies/groups included in the management plan.
II: Program Operations	Consider participation rates; participant recruitment systems; eligibility verification procedures; number and quality of worksites, including supervisory structure; procedures for developing, coordinating, and monitoring of all operational components.
III: Management Information and Fiscal Systems	Consider procedures and systems used to comply with payroll, fiscal, and accounting requirements; commitment and ability to satisfy data collection and reporting needs required by the research and demonstration character of the program.
IV: Budget Analysis and Local Resource Commitment	Consider the total cost, unit cost, and cost structure of the budget; the amount, source, and strength of commitment of other local resources allocated to the Entitlement program; degree to which Entitlement is intergrated with other local programs.
V: Innovative Features	Consider the quality and feasibility of the innovative program features; degree of success in implementation and coordination with rest of program; degree to which feature is innovative in either a local or national context; potential for replication.

interesting, but not conclusive. As displayed in Charts 3 and 4, they suggest that while these 17 sites may well have been the best candidates viewed against the field of candidates presenting themselves for decision, their performances have in most cases, not lived up to the ratings which were ascribed to them during site selection.

In stating that conclusion a number of important qualifications are in order. First, the absolute numerical scores (which have been normalized) are less valid indicators of change than the differences that occur between them from rating to rating or the changes in the relative rankings that occur within tiers from rating to rating. This is because the pre-application and final application ratings were competitive ratings involving a large number of additional sites that received the lower scores. The re-rating involved only the 17 sites. One would expect the scores on the re-rating to be lower because the criteria has changed from one of competitive performance to one of absolute performance. Also, the data cannot tell us anything about the sites that were not selected and whether they would have done better or worse on a similar re-rating. The unsuccessful sites can never be re-rated, and the question of how well the competitive process served as a screen and selector as opposed to a predictor remains unanswered.

The most striking finding to emerge from the data is the fact that a paper review alone in the absence of a field visit is not a very accurate instrument for assessing probable performances. The differences between the pre-application ratings and the 1979 ratings are, in almost all cases, much larger than the differences between the final application and the 1979 ratings. For example, in Tier I, site B moves

CHART 3

RATINGS RECEIVED BY PRIME SPONSORS
IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE TIME OF THEIR PRE-APPLICATION, FINAL APPLICATION,
AND THE END OF THE FIRST YEAR OF OPERATION

Site	Re-Rating (4/79)	Final Application Rating (12/77)	Pre-Application Rating (10/77)
TIER I			
A	78	91	84
B	72	87	60
C	70	73	60
D	50	80	62
E	38	71	70
F	37	83	70
G	31	75	72
TIER II			
A	80	87	64
B	71	72	81
C	67	84	67
D	67	81	73
E	5[illegible]	64	70
F	52	71	90
G	51	70	90
H	45	84	65
I	44	66	72
J	17	71	45

SOURCE: The 1979 Re-rating was conducted by a panel of MDRC management and staff from the Research, Operations, and Information Services departments. The final application rating was based on the written final proposals and assessments made by MDRC staff following visits to the 34 site finalists. The pre-application rating was based on the original written proposals submitted by Prime Sponsors interested in securing an Entitlement grant.

CHART 4

RELATIVE RANKING OF PRIME SPONSORS
IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE TIME OF THEIR PRE-APPLICATION, FINAL APPLICATION,
AND THE END OF THE FIRST YEAR OF OPERATION

Site	Re-Rating (4/79)	Final Application Rating (12/77)	Pre-Application Rating (10/77)
TIER I			
A	1	1	1
B	2	2	7
C	3	6	6
D	4	4	5
E	5	7	4
F	6	3	3
G	7	5	2
TIER II			
A	1	1	9
B	2	5	3
C	3	2	7
D	4	4	4
E	5	10	6
F	6	7	2
G	7	8	1
H	8	3	8
I	9	9	5
J	10	6	10

SOURCE: Refer to CHART 3.

considerably up in the ratings from pre-application to final application and remains at a high level in the 1979 ratings. Site G moves in the opposite direction, confirming that the final application rating was much closer to reality than the pre-application rating of its capability relative to other sites. In Tier II, sites A and G provide striking examples of the greater accuracy of the site visit, virtually changing places from pre-application to final application and showing relatively little change at re-rating. There are of course exceptions. In Tier I, site F received a high score in the final application as well as the pre-application process, but is not rated highly as a performer now that the demonstration is underway. In Tier II, sites H and J were also more highly rated in the final application than in either the pre-applications or the re-rating.

As stated earlier, evidence on the extent to which the ratings given at site selection correlate with actual performance is more mixed. In no case is a site rated higher after actual performance than it was in the final application process. This result, however, should be softened by the reminder that the unsuccessful prime sponsors have dropped out of the re-ratings. In the case of the Tier I sites, prime sponsors A, B, and C are performing at or close to the levels at which they were rated at the time of selection. Two, D and E, have turned out to be poorer operators than expected. In the case of sites F and C, the change is of a magnitude to suggest that something went seriously wrong either during the review process or after the start of the demonstration. Both prime sponsors drop more than 40 points in the ratings on a scale of 100, a serious change in the raters' perceptions of the

programs' capability.

The results in Tier II are more widely divergent. No site receives a higher score, and only three sites, A, B, and E, score close to the final application rating on the re-rating. The seven remaining sites show much lower scores, with two sites, H and J, falling well below the rating scores received at the time of selection.

In summary, the competitive process for selecting sites as used in Entitlement had mixed results as a predictor of subsequent performance. The results indicate that the process would have produced poor results if made on the basis of a paper review alone without incorporating a site review into the procedures. Even so, the results do not support placing a great deal of confidence in the procedure although, again, there is no evidence that another would have produced a different set of results. A competitive process creates powerful incentives for agencies to oversell their abilities to carry out a program. Site reviews provide a partial but important check on this tendency, but they are expensive to carry out on a large scale and in the last analysis, a two- or three-day visit can go only a limited distance toward separating good grantsmanship from operating and management capability. In addition, a process of competitive application and review, when open to all interested parties, is a time-consuming one which takes valuable resources away from the tasks of planning. It generally postpones decision-making and staff commitments on the part of the agencies that will actually run the projects until the full selection process has run its course. In the case of Entitlement, for example, it slowed planning by the sites on the Entitlement Information System, which was crucial to the

demonstration. A demonstration project carries certain requirements for implementation which are not present in regular programs. Given these requirements, responsible officials have to carefully weigh the political benefits of a competitive selection process against its costs.

The Timetable.

The extent to which the time and energy consumed by a competitive process actually affects subsequent implementation of the demonstration depends on the time frame in which both site selection and start-up take place. In the case of Entitlement, the timetable was very tight as can be seen in Chart 5, which lays out the chronology of key events. The requirement for speed had several sources.

Entitlement's mission as a research demonstration was embedded in the desire to help alleviate the problem of youth unemployment by putting large numbers of youths to work quickly. The billion dollar Youth Act, it should be recalled, was spurred by 1976 unemployment rates of 16.9 percent for all teenagers, and 37.1 percent for teenage blacks, statistics of great concern to policy-makers and others. Moreover, the Act was a component of the President's 1977 economic stimulus proposals to deter a recession and reduce unemployment. The potential conflict between the experimental objectives of the youth demonstrations and the necessity to create youth employment opportunities rapidly was recognized early by the Department of Labor's Office of Youth Programs in its Knowledge Development Plan:

> It should be noted that YEDPA was enacted as a job creation component of the Administration's economic stimulus package. Action must get underway as quickly as possible. There is a tradeoff between careful research

CHART 5

CHRONOLOGY OF EARLY EVENTS
IN THE DEVELOPMENT OF THE YOUTH ENTITLEMENT DEMONSTRATION

Date	Event
August 5, 1977	President Carter signs Youth Employment and Demonstration Projects Act of 1977
September 2, 1977	DOL invites competitive applications from over 450 CETA prime sponsors
October 26, 1977	DOL awards 34 planning grants out of 153 pre-applications received
December 14, 1977	Final applications received
January 10, 1978	17 final grants announced by DOL
March 20, 1978	First youths assigned to Entitlement worksites

design and rapid implementation to maximize economic impacts. The four-fifths of YEDPA resources which are not discretionary must be committed immediately, while the demonstration efforts must be underway soon thereafter.

Moreover, implicit in the Entitlement character of the program was the urgency to provide the guarantee's opportunity to all eligibles who qualified, again within the relatively short, projected 18-month length of the demonstration. In other words, a job "guarantee" would be a hollow promise if qualified youths could not quickly take advantage of their entitlement. In addition, if the program's effects were going to be carefully measured, a fair test of the demonstration required that a large number of youths be exposed to the program for as long a period as possible.

To meet these requirements and to allow the demonstration to be tested for as long as possible, the Department of Labor desired that programs begin operation in the spring semester of 1978. In fact, prime sponsors who successfully applied for Entitlement grants were selected, in part, on the basis of their apparent ability to rapidly enroll and serve a large number of eligibles.

This decision, given the early target dates for program initiation, had major ramifications for program operation. One effect was that the timetable did not allow enough time for planning and program development at the selected sites. Since selection of prime sponsors would not occur until early January, 1978, prime sponsor staffs were reluctant to commit resources, develop concrete plans, alter existing operating procedures, or create new ones for a program that might never materialize. This occurred even though 34 of the initial 157 prime sponsors that

submitted pre-applications received planning grants to prepare final applications from which 17 would eventually be picked.

Given the short time frame for preparation, a competitive selection process that inhibited genuine planning, and the large scale of the projects especially at Tier I sites, it is not surprising that problems emerged during the start-up period.

Moreover, many prime sponsors tended to see Entitlement as an extended version of the summer youth employment program with which they had generally been successful in recruiting large numbers of youths and providing summer jobs. Many did not initially perceive the special requirements of Entitlement. Subsequently, the grants were announced and most sites came under immediate pressure to meet their enrollment projections. But when they began enrolling youths, all the Tier I projects, and most of the Tier IIs, found themselves inadequately prepared to implement the program model fully, and some faced severe problems in doing so, even in part. By the end of the initial period of operation most projects were operating in a stable manner and were providing employment to large numbers of youths, but some still faced problems that carried over from Entitlement's precipitous beginning.

CHAPTER III

RECRUITMENT, ENROLLMENT, AND PARTICIPATION

Introduction.

One of the major questions posed by Congress in creating the Entitlement Demonstration was how many eligible youths would participate in Entitlement projects, given the opportunity? Congress also wanted to know the degree to which these opportunities caused out-of-school youths to return to school and others to remain in school. It was of additional interest to determine the characteristics of youths who participated, and whether or not they differed substantially from the eligible population as a whole; to determine, in other words, which eligible youths would participate, which would not, and why.

First, the opportunity to participate had to be created. Eligibles had to be informed that the program was available, and channels of enrollment had to be established. Whether this could be done quickly -- and on a large scale, in the Tier I sites -- given the special nature of Entitlement, was a central question of feasibility.

In fact, close to 37,000 youths were enrolled through September. As we shall see in this chapter, however, both the number of eligibles enrolled and their characteristics were heavily influenced, as one might expect, by the strategies utilized by the various prime sponsors and by operational problems that arose in many of the projects.

Organizing the Effort.

Aggressive recruitment and enrollment efforts were a motif of the Youth Act and especially of the program quidelines. For example, as specified in the Youth Act, the Secretary was to select prime sponsors whose proposals described the procedures to be utilized to publicize the project. In a further expansion of this point, the "Application Guidelines" noted that the Entitlement concept could "only be meaningful if eligible youths are aware of the option" and requested that prime sponsors detail the procedures by which youths would be informed, referred, and recruited for the proposed projects.

In organizing outreach, referral, and enrollment systems to carry out these tasks, prime sponsors generally relied on those agencies that would have natural access to the target population: schools, community-based organizations(CBOs) and other youth agencies. Apart from being the logical way to inform and recruit large numbers of youths, the use of such a network was also clearly encouraged by the Youth Act and the guidelines. The Secretary of Labor was directed by the law to select only prime sponsors who provided assurances that public and private nonprofit educational agencies, public employers, labor organizations, youth groups, CBOs, groups of "demonstrated effectiveness with a special knowledge of the needs of such disadvantaged youths", and the private sector had been consulted in planning these projects. Moreover, assurances were to be obtained that arrangements had been made with appropriate groups to assist the prime sponsor in carrying out the purposes of Entitlement. The

"Application Guidelines" also made clear that one criterion in evaluating proposals would be the level of commitment of schools and other local groups in assisting in the program's implementation.

In these recruitment and enrollment networks created, most prime sponsors called upon previous Title I and SPEDY service-deliverers to assume major responsibility and to implement key functions. This is not surprising, given the inclination of organizations to rely on familiar operating patterns, particularly when facing a new challenge under significant time pressure. For example, in Cincinnati, the Citizens Committee for Youth (CCY), a CETA Title I subcontractor since 1974, received a major subcontract under Entitlement to recruit and enroll out-of-school youths, assign them to jobs, and provide courses leading to a Graduate Equivalency Diploma (GED). In Mississippi, the Employment Service (ES) received a major subcontract from the prime sponsor to recruit, enroll, certify, and assign eligibles to jobs developed by the ES. The Employment Service, with its network of local offices across the state, had traditionally been a major CETA subcontractor. In Detroit, the public school system -- accustomed to implementing a large Neighborhood Youth Corps in-school program, as well as having a major share of the city's SPEDY program -- was contracted by the prime sponsor as the managing agent for the Entitlement project with responsibility not only for recruitment and enrollment but all other major program activities as well. This reliance by prime sponsors on institutions and agencies with whom they had previously established manpower service relationships was true as

well in Denver, King-Snohomish, and Baltimore. The exception was Boston, where community agencies were used for outreach and referral only. There, a new agency, the Employment and Economic Policy Administration, (a reconstitution of the previous prime sponsor, the Boston Manpower Administration) with added responsibilities for economic development, utilized the Entitlement project as part of an overall strategy to create a more centrally managed and coordinated CETA system from a highly decentralized subcontractor system. In practical terms, this meant that its traditional subcontractor for the bulk of the city's youth employment programs, ABCD (the city's designated Community Action Agency, established in accordance with the Economic Opportunity Act of 1974), would play a minor role in Entitlement--a fact which caused a major rift between EEPA and ABCD.

Table 2, on the following page, shows the role of various types of agencies in recruitment and enrollment at the sites.

Informing the Eligibles.

The primary challenge in recruitment belonged to the Tier I sites, and therefore, their experience will be emphasized. Similar strategies and procedures for outreach, recruitment, application, and enrollment were used in all of these projects. The distinctions that emerged were not ones that differentiated one site from the other, but rather arose from the need for different approaches to in-school and out-of-school populations.

First, Tier I prime sponsors conducted publicity campaigns in order to inform and attract both kinds of eligibles. Such campaigns,

TABLE 2

AGENCIES INVOLVED IN THE RECRUITMENT, ENROLLMENT, AND CERTIFICATION OF ELIGIBLE YOUTH IN THE TIER I SITES OF THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY TYPE OF AGENCY

TIER I

Site	Agency Type				
	Schools	CBO's[a]	Employment Security	Prime Sponsor	Other Public Agencies[b]
BALTIMORE					
Outreach & Recruitment	X	X		X	X
Enrollment & Certification				X	
BOSTON					
Outreach & Recruitment	X	X		X	X
Enrollment & Certification			X	X	
CINCINNATI					
Outreach & Recruitment	X	X			X
Enrollment & Certification	X	X		X	
DENVER					
Outreach & Recruitment	X	X		X	
Enrollment & Certification				X	
DETROIT					
Outreach & Recruitment	X	X		X	
Enrollment & Certification	X		X	X	
KING-SNOHOMISH					
Outreach & Recruitment	X	X	X	X	
Enrollment & Certification	X		X	X	
MISSISSIPPI					
Outreach & Recruitment	X	X	X		
Enrollment & Certification			X		

SOURCE: Monitoring reports of MDRC field operations staff.

NOTES: The data cover recruitment, enrollment, and certification activities in the 7 Tier I sites of the Youth Entitlement Demonstration during the period from March through September 1978.

[a]The abbreviation "CBO" stands for "community-based organization".

[b]"Other Public Agencies" includes agencies such as the Welfare Department, the Public Housing Authority, the Department of Recreation, and the Youth Services Agency.

TABLE 2a

AGENCIES INVOLVED IN THE RECRUITMENT, ENROLLMENT, AND CERTIFICATION OF ELIGIBLE YOUTH IN THE TIER II SITES OF THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY TYPE OF AGENCY

TIER II

	Agency Type				
Site	Schools	CBO's[a]	Employment Security	Prime Sponsor	Other Public Agencies[b]
ALACHUA					
Outreach & Recruitment	X	X	X	X	
Enrollment & Certification	X			X	
ALBUQUERQUE					
Outreach & Recruitment	X				
Enrollment & Certification	X				
BERKELEY					
Outreach & Recruitment	X			X	X
Enrollment & Certification	X		X	X	
DAYTON					
Outreach & Recruitment	X		X		
Enrollment & Certification	X				
HILLSBOROUGH					
Outreach & Recruitment		X		X	X
Enrollment & Certification				X	
MONTEREY					
Outreach & Recruitment	X				
Enrollment & Certification	X				
NEW YORK					
Outreach & Recruitment	X			X	
Enrollment & Certification				X	
PHILADELPHIA					
Outreach & Recruitment	X	X			X
Enrollment & Certification	X		X		
STEUBEN					
Outreach & Recruitment				X	
Enrollment & Certification	X		X	X	
SYRACUSE					
Outreach & Recruitment		X		X	
Enrollment & Certification				X	

SOURCE and NOTES: Refer to Table 2.

it was thought, had the best potential to reach many, if not most eligibles, especially those out of school. Also, a well-presented campaign could be used to explain the job guarantee as an attraction of YIEPP.

Accordingly, all the prime sponsors conducted campaigns of varying breadth and intensity similar to their efforts for the SPEDY program each year. Among the elements generally included in these campaigns were: the distribution of YIEPP posters and flyers, the establishment of 24-hour-a-day "hot lines" to provide continuous Entitlement information and advice, the airing of public service announcements on local radio stations, the distribution of press releases and paid advertisements to metropolitan daily and local weekly papers, kick-off press conferences designed to attract publicity and media attention for the program, and the participation by Entitlement staff in local television talk and youth-oriented shows. Some of these steps were characteristic of all prime sponsors; most common were spot radio advertisements and wide-scale distribution of posters. (A typical piece of copy at one site showed an ethnically and geographically diverse group of teenagers, Entitlement enrollees all, under the headline, "Who do you know that gets $50 a week to finish school?") While not all prime sponsors went to these lengths in their publicity campaigns, most made a very substantial effort. It should be pointed out here that the partial urban sites--Detroit, Boston, and Baltimore--felt some constraint in conducting media campaigns since only a portion of their city's disadvantaged 16 - to 19 - year-olds were eligible. This led to more caution in the targeting and staging of media efforts.

Emphasis on the nature of a job "guarantee" varied among the Tier I sites. In King-Snohomish and Denver, the concept of Entitlement as a job guarantee was conveyed in most recruitment advertising and outreach efforts. Boston made mention of the guarantee aspect of the program; and Cincinnati, Detroit, and Baltimore did not stress the job guarantee at all. In these sites, Entitlement was publicized as a large-scale job program for youths, akin to the Neighborhood Youth Corps and SPEDY. This approach was deliberate in Baltimore, where the prime sponsor wanted to avoid stress on the guarantee feature. "A job guarantee means these kids are owed," one prime sponsor spokesman commented. "We didn't want to project this image...we didn't to sell this thing as a giveway." On this issue, too, Baltimore, Boston, and Detroit were hampered by their character as partial saturation sites. In none of these sites was it wise to exacerbate the bad feelings and political opposition to Entitlement from non-Entitlement areas by stressing the "specialness" of the job benefit. The absence of a pointed message to eligibles that they were "entitled" to a job did not appear, however, to have much effect on enrollment levels. Large numbers of youths responded to the promise of a job if they stayed or came back to school, whether or not they understood the meaning of "Entitlement".

Despite the extensive publicity, however, personal contact through schools, friends and relatives, and community organizations played a far greater role in recruiting youths into the projects.

Table 3 shows the recruitment sources for participating youths, by

tier, as self-reported at the time of enrollment.

Newspaper, radio, and other media efforts were only cited by about 2 percent of the participants as a source of referral, supporting the remarks of one project staff member who said that, "The kids we're shooting for don't necessarily read the paper. And, if they hear about Entitlement in the media, they don't necessarily relate it to themselves. They'll come out when they start hearing about the jobs that kids they know are getting through the Entitlement program." Media efforts, however, may have been the primary source for some "word-of-mouth" referrals (friends and relatives learning of the program through the media and encouraging eligibles to participate).

The In-School Strategies.

At almost all sites (including and especially those in Tier II), early recruitment efforts were focused on enrolling in-school youths. For Tier I sites this was influenced by the accessibility of in-school youths and the expectation that they would be more willing to participate, combined with pressure to reach high enrollment levels quickly. Several prime sponsors were also concerned that it would be difficult enough to enroll and process large numbers of in-school youths without burdening the enrollment and placement system with drop-outs at the same time. The focus on in-school eligibles was further emphasized where schools played a major role in project management. For Tier I, this occurred in Detroit, where the public schools were the prime sponsor's first managing agents for Entitlement.

In Tier II, a major role for the schools occurred more frequently,

since many of the small projects were based on a single school district or high school attendance area. Thus, in seven of the Tier II projects, the local school system was either the managing agent (Monterey, Albuquerque, Miami Valley, and Philadelphia) or closely shared in the administration of the project with the prime sponsor (Alachua, Berkeley, and to a lesser degree, New York City). More familiar with their own students, the schools in these cases naturally focused their recruitment and enrollment efforts on them, with only a few of these projects, notably those in Dayton and Philadelphia, turning their attention to out-of-school eligibles when general enrollments lagged.

The emphasis on schools as recruitment agencies is further illustrated in Table 3. Schools recruited about 65 percent of the participants in Tier I and about 71 percent in Tier II. Even the small number of out-of-school youths who enrolled in Tier II projects came, to a significant degree (38.2 percent), through school referrals in these sites. This in-school recruitment emphasis across the sites has also been characteristic of the SPEDY program and prime sponsors have been called to task for not emphasizing the recruitment of drop-outs for the same program.

In Tier I sites, in-school recruitment and enrollment were organized largely as a cooperative venture among the schools, the prime sponsor and, where utilized, the employment service. While the responsibilities of these agencies sometimes overlapped and the roles they played in the process varied from site to site, the schools were largely responsible for initial publicity and shared with the prime

Table 3

RECRUITMENT SOURCE OF YOUTHS ENROLLED
IN THE YOUTH ENTITLEMENT DEMONSTRATION
THROUGH SEPTEMBER 1978, BY TIER AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

Tier and Prior Educational Status	Number of Youths Enrolled[a]	Percent Distribution of Youths Enrolled by Recruitment Sources[b]						
		School	Friends/ Relatives	Community Organization	Government Manpower Agencies	Newspaper, Radio, TV	Other	Total
TIER I								
In School	30,326	68.7	11.7	9.9	2.9	1.8	5.0	100.0
Out of School	2,650	21.2	38.7	16.1	8.1	3.5	12.4	100.0
Total	32,976	64.9	13.9	10.4	3.3	1.9	5.6	100.0
TIER II								
In School	3,474	72.1	12.8	7.0	2.8	1.4	3.9	100.0
Out of School	147	38.2	22.2	9.0	8.3	7.7	14.6	100.0
Total	3,621	70.7	13.1	7.1	3.0	1.7	4.3	100.0
TOTAL DEMONSTRATION								
In School	33,800	69.1	11.8	9.6	2.9	1.7	4.9	100.0
Out of School	2,797	22.1	37.9	15.8	8.1	3.7	12.5	100.0
Total	36,597	65.4	13.8	10.0	3.3	1.9	5.5	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all Enrollments in the 17 sites of the Youth Entitlement Demonstration during the period from February through September 1978.
Percentage distribution may not add exactly to 100.0 because of rounding.

[a]Based on number of youths indicating their educational status in the semester prior to Enrollment.
[b]Based on the number of youths with a valid response specified for "recruitment" on their Enrollment
[c]Includes the Prime Sponsors, Employment Security and other manpower agencies.

sponsor or the employment service responsibility for advising individual youths. Eligibility certification was performed by the prime sponsor or the employment service.

The initial in-school recruitment campaign was organized and conducted similarly at all sites. Preliminary announcements were made through the school public address systems and notices were posted in prominent places. In some schools, teachers and counselors supplemented the media campaign by contacting students whom they believed would be eligible for Entitlement. Students interested in the program were referred to the school's Entitlement office. Staffed by prime sponsor or employment service personnel, who were supplemented in some sites by school counselors, these offices did initial pre-screening and, once forms and documents were returned by applicants, the preparation and initial processing of enrollment forms.

The in-school recruitment systems, were, of course, generally inoperative during summer school vacation. They were re-initiated in the fall, though apparently without the initial enthusiasm of the spring. There was a general tapering off of in-school recruitment efforts as the new school year started and the "special" aura of Entitlement wore off. The degree to which this occurred, and whether it persists will be examined in later reports. Generally, however, schools have proven to be cooperative partners in this aspect of program operations during the initial period.

The Out-of-School Strategies.

In contrast to in-school students, the out-of-school population

was, by definition, a group that presented large obstacles to recruitment and enrollment. The lack of a central gathering place with easy means of communication was a major disadvantage, one that was offset only in a small way by publicity campaigns.

In order to compensate for this, local community-based organizations were utilized to a greater or lesser degree for out-of-school recruitment. In the Tier I sites, these organizations were both numerous and diverse, including neighborhood action groups, organizations concerned with ethnic and racial minorities, private youth service agencies, and local recreational and community centers. These organizations, it was felt, could use their contacts and position in the community to inform eligible youths and attract them to Entitlement, and could serve as a convenient structure for initial intake and processing.

Though there was generally less emphasis on recruiting this population, the initial processes of spreading the word to out-of-school youths were again largely uniform across the sites. The CBOs served as Entitlement information centers for the surrounding community, and as a source of outreach efforts. These efforts usually involved detailing one or two staff members to the streets and gathering places of a neighborhood and publicizing the program to an audience with whom, presumably, they were well acquainted.

When out-of-school enrollments lagged, supplemental efforts were made. In at least one site, King-Snohomish, alternative education teachers and aides (both attached to a local community-based

organization) went door-to-door in an attempt to boost enrollments. Four prime sponsors, to cite another example, involved local clergy in spreading the word about Entitlement. Use of the church was fairly widespread in these sites. Ministers and priests viewed the program, according to one observer, as an "opportunity to bridge the gap between the church and young people."

Intensive efforts to reach out-of-school youths were the exception rather than the rule during this early period, and generally came late at those sites where enrollments fell far short of projected levels. The results, which are discussed later in the chapter, were generally low enrollments of these youths, though there was also evidence suggesting that many drop-outs were simply not interested in Entitlement even when informed of its availability.

The Enrollment Process.

Because of special requirements for eleigibility certification, research information, a central payroll, and the link between school and work, the enrollment process established by prime sponsors was inherently more complicated than for previous CETA programs. Generally, it involved several steps. First, those interested in enrolling underwent a pre-screening for eligibility at outreach offices in schools or community organizations. If they appeared to be eligible, they were given an enrollment packet to take home, with instructions and forms to document age, school enrollment, residency, and income. Those without a social security card were also advised to obtain one or were assisted in doing so. Once completed by the youth and his or her

parents, the youth returned, forms in hand, generally to a school or manpower Entitlement office. Here the youth was interviewed to double-check the eligibility information provided and, if satisfactory, an enrollment form was filled out.

In a few sites, youths were interviewed about work interests and preferences at this point in the process. More often, youths were called in for job-interest interviews after the enrollment process was completed.

Formal placement interviews occurred at some sites, using sophisticated work inventory skills tests or written examinations designed to aid in matching the youth to an appropriate job. Generally, however, the actual match came about through an informal interview with a job counselor. The counselor would have with him a list of available jobs, and together, he and the student would choose a suitable position. (At either this point or after enrollment, a status change form was completed, indicating the job assignment.) In only one site, Boston, did this process differ; there, employment service personnel working in the prime sponsor's central Entitlement office made the match using preference sheets (detailing area preferred, available hours, skills, and job preferences) previously completed by applicants and their counselors. This procedure was generally supplemented with an educational assessment test in order to determine school placements for drop-outs returning to school through Entitlement.

The completed forms were then relayed to the prime sponsor where they were quality-controlled for accuracy and completeness. Copies

were then sent to the prime sponsor's management information system, to the prime sponsor or city payroll division if a job assignment had occurred, and to MDRC. It was generally the management information system that assigned a youth an identification number, thereby "officially" enrolling him or her. Notification of enrollment then had to go back to the youth counselors, either on the prime sponsor's staff or on the staffs of subcontracted program agents. They were responsible for notifying the applicants and arranging for their appearance at the assigned worksite.

The intricacies of these procedures required close tracking of forms and coordination of internal prime sponsor units with outside subcontractors and program agents. This created severe problems and delays at the Tier I sites in moving youths from enrollment to assignment. This is discussed further in Chapter IV.

The Build-Up.

Tables 4, 4a, and 4b show the build-up of enrollment levels across the sites, and compare these levels with those projected in grant agreements. The table should be interpreted with the following facts in mind:

Enrollment levels are a function of three major factors: program operation and content, the number of eligible youths in the area, and the individual decision of eligibles to join.

Operational decisions about the extent and type of recruitment attempted and the kinds of jobs, schooling, and services offered by prime sponsors will affect the number, characteristics, and length of

Table 4

YOUTHS PROJECTED AND ON-BOARD IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE END OF THE MONTH, BY TIER

Item	End of Month in 1978							
	February	March	April	May	June	July	August	September
TIER I								
Number Projected	0	14,400	25,511	32,432	39,420	41,023	39,831	38,193
Number On-Board	4,058	11,775	15,130	20,718	26,807	27,923	28,505	27,613
% On-Board of Projected	0.0	81.8	59.3	63.9	68.0	68.1	71.6	72.3
TIER II								
Number Projected	166	1,404	2,831	3,590	3,811	3,848	4,598	3,549
Number On-Board	326	1,153	1,940	2,350	2,803	2,889	2,700	2,588
% On-Board of Projected	196.4	82.1	68.5	65.5	73.6	75.1	58.7	72.9
TOTAL DEMONSTRATION								
Number Projected	166	15,804	28,342	36,022	43,231	44,871	44,429	41,742
Number On-Board	4,384	12,928	17,070	23,068	29,610	30,812	31,205	30,201
% On-Board of Projected	2641.0	81.8	60.2	64.0	68.5	68.7	70.2	72.4

SOURCE: Youth Entitlement Grant Agreement and Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: "Projected" is the number of youths on-board at the end of the month as estimated by each site at the time the Grant Agreement became effective. "On-board" is the number of youth actually in the program at the end of each month or enrollments minus terminations.

TABLE 4a

YOUTHS PROJECTED AND ON-BOARD IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE END OF THE MONTH, BY SITE

TIER 1

Item	End of Month in 1978							
	February	March	April	May	June	July	August	September
Baltimore								
Number Projected	0	6,000	8,840	9,050	9,250	9,055	9,263	7,775
Number On-Board	3,321	5,928	6,701	7,355	7,763	7,724	7,634	7,401
% On-Board of Projected	0.0	98.8	75.8	81.3	83.9	85.3	82.4	95.2
Boston								
Number Projected	0	900	2,700	5,000	5,800	5,950	5,950	5,800
Number On-Board	1	2,653	3,338	4,003	4,540	4,739	4,951	4,908
% On-Board of Projected	0.0	294.8	123.6	80.1	78.3	79.6	83.2	84.6
Cincinnati								
Number Projected	0	2,500	2,910	2,910	2,910	2,910	2,910	2,910
Number On-Board	35	613	1,189	1,664	2,212	2,484	2,524	2,507
% On-Board of Projected	0.0	24.5	40.6	57.2	76.0	85.4	86.7	86.2
Denver								
Number Projected	0	2,500	2,500	2,500	3,550	3,550	3,550	3,550
Number On-Board	155	1,349	1,745	2,196	2,342	2,320	2,454	2,141
% On-Board of Projected	0.0	54.0	69.8	87.8	66.0	65.4	69.1	60.3
Detroit								
Number Projected	0	1,500	4,500	5,200	6,200	6,200	6,200	6,200
Number On-Board	546	1,231	1,845	2,586	4,068	4,362	4,364	4,104
% On-Board of Projected	0.0	82.1	41.0	49.7	65.6	70.4	70.4	66.2
King-Snohomish								
Number Projected	0	0	561	1,272	3,610	5,258	5,258	5,258
Number On-Board	0	1	161	639	1,696	2,008	2,175	1,915
% On-Board of Projected	0.0	0.0	28.7	50.2	47.0	38.2	41.4	36.4
Mississippi								
Number Projected	0	1,000	3,500	6,500	8,100	8,100	6,700	6,700
Number On-Board	0	0	151	2,275	4,186	4,286	4,403	4,637
% On-Board of Projected	0.0	0.0	4.3	35.0	51.7	52.9	65.7	69.2

SOURCE: Youth Entitlement Grant Agreement and Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: "Projected" is the number of youths on-board at the end of the month as estimated by each site at the time the Grant Agreement became effective. "On-board" is the number of youths actually in the program at the end of each month or enrollments minus terminations.

TABLE 4b

YOUTHS PROJECTED AND ON-BOARD IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE END OF THE MONTH, BY SITE

TIER II

Item	End of Month in 1978							
	February	March	April	May	June	July	August	September
Alachua County								
Number Projected	0	80	81	166	256	263	270	285
Number On-Board	0	104	109	169	199	210	159	151
% On-Board of Projected	0.0	130.0	134.6	101.8	77.8	79.8	58.9	53.0
Albuquerque								
Number Projected	0	250	442	442	442	442	442	442
Number On-Board	74	249	327	345	363	355	284	332
% On-Board of Projected	0.0	99.6	74.0	78.1	82.1	80.3	64.1	75.1
Berkeley								
Number Projected	0	350	700	700	700	700	700	600
Number On-Board	0	102	336	418	539	599	624	583
% On-Board of Projected	0.0	29.1	48.0	59.7	77.0	85.6	89.1	97.2
Dayton								
Number Projected	0	85	105	110	135	140	140	140
Number On-Board	0	0	7	44	45	45	38	41
% On-Board of Projected	0.0	0.0	6.7	40.0	33.3	32.1	27.1	29.3
Hillsborough								
Number Projected	0	0	71	131	171	190	190	190
Number On-Board	0	0	13	62	96	101	105	101
% On-Board of Projected	0.0	0.0	18.3	47.3	73.3	53.2	55.3	53.2
Monterey								
Number Projected	0	75	125	200	200	200	200	200
Number On-Board	0	0	64	121	150	151	150	150
% On-Board of Projected	0.0	0.0	51.2	60.5	75.0	75.5	75.0	75.0
New York								
Number Projected	0	50	200	250	300	300	300	325
Number On-Board	0	59	149	223	398	399	426	411
% On-Board of Projected	0.0	118.0	74.5	89.2	132.7	133.0	142.0	126.5
Philadelphia								
Number Projected	0	0	150	250	256	262	268	274
Number On-Board	0	0	133	172	195	234	184	144
% On-Board of Projected	0.0	0.0	88.7	68.8	76.2	89.3	68.7	52.6
Steuben County								
Number Projected	0	76	153	230	240	240	240	240
Number On-Board	0	31	84	85	85	75	75	106
% On-Board of Projected	0.0	40.8	54.9	37.0	35.4	31.3	31.3	44.2
Syracuse								
Number Projected	166	438	804	1,111	1,111	1,111	848	853
Number On-Board	252	608	718	711	733	720	655	569
% On-Board of Projected	151.8	138.8	89.3	64.0	66.0	64.8	77.2	66.7

SOURCE: Youth Entitlement Grant Agreement and Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: "Projected" is the number of youths on-board at the end of the month as estimated by each site at the time the Grant Agreement became effective. "On-board" is the number of youths actually in the program at the end of each month or enrollments minus terminations.

participation of those who enroll. But the level of participation is also influenced by non-program factors, the major one being the size of the eligible pool itself.

The projected number of eligibles was based largely on 1970 census data. Although it was the best data available, it does not provide a solid foundation for estimating the eleigible population for Entitlement some eight years later. Also, because of the concern that there be enough funds to cover the costs of all the eligibles who actually came forward to claim their "entitlement", there is an upward bias in the estimates. Prime sponsors were encouraged to estimate "high", rather than "low", so that a miscalculation would not leave them critically short of the guaranteed jobs needed to meet the unknown demand.

But there is the third factor -- the individual decision -- the availability of other options and the infinite variety of personal and family circumstances, extremely difficult to anticipate for a large group.

Enrollment projections based on these factors are therefore constructed from a variety of unknowns, but are, nevertheless, essential in making program planning, management, and cost decisions. However, caution should be exercised in using projections as standards in measuring program progress.

To complete the story, ABT Associates of Cambridge, Massachusetts is addressing participation rates as part of the impact analysis. This involves estimating participation from a sample of eligible youths

at the four pilot sites being surveyed--Baltimore, Cincinnati, Denver, and Mississippi--as well as addressing the issue of why youths choose to participate in the program or remain outside of it. These results will not be known until surveys scheduled for the fall of 1979 and beyond are completed and analyzed.

On the other hand, there is current evidence of the relationship between operational strategies and participation levels. It is this aspect of participation that we address in this chapter.

Speed of enrollment build-up was considered a priority by most prime sponsors, both as a function of the urgency of dealing with the acute problem of youth unemployment and the expectedly short duration of the demonstration, and Table 4 shows rapid growth in enrollments at most sites during the initial stages of program operation. In addition, the competitive process utilized to select project sponsors, as noted earlier, worked against sound planning by inducing prime sponsors to oversell their abilities in their proposals.

The pace and success of recruitment and enrollment was further influenced by six major factors: funding delays, local political issues, program development and coordination activities, staffing problems, prime sponsor-program agent relationships, and other youth employment programs.

Some sites, notably Baltimore and Boston in Tier I, and Albuquerque and Syracuse in Tier II, got fast starts on enrollments, while others began later and proceeded more slowly.

After the selection of the 17 Entitlement sites negotiations

still had to take place over work plans and budgets. Approved proposals still had a number of changes which had to be incorporated into finally approved grants. Negotiations generally went quickly but in some cases stretched out over almost three months. In such cases these negotiations delayed the start of program operations. The only Tier I project to suffer from a significantly late start due to this factor was that of the King-Snohomish Manpower Consortium. Negotiations among the prime sponsor, the Department of Labor, and MDRC postponed delivery of a signed grant statement until April 11. Negotiations also altered schedules in six Tier II sites: Albuquerque, New York, Berkeley, Hillsborough County, Philadelphia, and Alachua. In addition to simply postponing start-up of the Entitlement program (Albuquerque proceeded without a grant in hand), these delays contributed to other difficulties at two of the sites. In Alachua and Berkeley, later funding prevented the prime sponsors from hiring staff to handle start-up demands, further hindering initial recruitment and enrollment. In Alachua, delays resulting from late funding also led to losses of job commitments.

Other factors that help account for the pace of initial recruitment and enrollment activities shed light more directly upon the question of Entitlement's feasibility in the context of the CETA system and in particular site circumstances.

One of these factors was the degree of political importance attached to the project by the local chief executive, the prime sponsor, and his manpower staff. Thus, the rapid enrollments in Baltimore and

Boston can be, in part, accounted for by the prominence of the Entitlement projects in mayoral strategies to revitalize the urban centers of both these cities. The Entitlement projects were viewed as important sources of federal funding not only to combat serious problems of teenage unemployment, but to enhance the city's economy and prestige, and to buttress and attract projects in other program areas. Hence, great emphasis was placed on making these highly visible projects a "success", which meant meeting, or trying to meet, projected enrollment levels.

More specifically, in Boston, the Entitlement project, "Project YES", was and is a key element in the new Economic and Employment Policy Administration. In addition to being a vehicle for meeting the manpower objectives of the city's five-year plan, EEPA was also intended to create a more centralized and integrated CETA manpower program out of a system that had been decentralized and operated by subcontractors. Entitlement was the first new program to be operated centrally, reducing the share of responsibility allocated to some traditional subcontractors. EEPA was, therefore, under pressure to prove that it could operate programs, specifically Entitlement, better under more centralized control. This meant intense efforts to reach projected enrollment levels as proof of its enhanced capability.

In Baltimore, a resurgence in civic pride was further bolstered by the Entitlement grant award. In addition, the Mayor's Office of Manpower Resources (MOMR), the prime sponsor, has a reputation as one of the more innovative, effective, and efficient prime sponsors in the

country. MOMR staff believed they could reach high levels of enrollment rapidly, based on their success with previous summer youth programs, and their belief in the excellence of their operations. Having committed themselves to rapid enrollment, MOMR staff sought to vindicate that commitment and made an extraordinary attempt to reach the projected levels.

An emphasis on meeting projected recruitment levels was not as evident in the other Tier I sites. Though the awarding of the grant was received with pride and appropriate attention from the press, most of the sites did not charge the Entitlement projects with the political import of those in Boston and Baltimore. But as the program got underway, both cities paid a price for rapid enrollment. As discussed below, both experienced organizational strain in dealing with the large program population they had so quickly taken in.

As an important aside, it should be noted that, in addition to receiving local political support in Baltimore and Boston, Entitlement was also opposed politically at these partial saturation sites. Some local political officials questioned why some of the city had been "entitled" while other areas had not. As one City Councilman posed the issue: "How do you tell a welfare family on one side of the boundary street that their youngsters can't participate when youths in a similar welfare family across the street can get a job and earn money because they happen to be in the Entitlement area?" Responding to such difficult questions of equity directed some staff attention away from program operations, but the effects of this diversion on enrollment were apparently minimal. The issue, however, did inhibit advertisement

of the job guarantee. In Baltimore, the prime sponsor subsumed information on Entitlement in its advertisements for "Youthworks" (a comprehensive array of job programs for youths: SPEDY, the Youth Employment and Training Program (YETP) and Entitlement); Entitlement within its designated area; and YETP and SPEDY primarily elsewhere.

In contrast to Baltimore and Boston, Mississippi and King-Snohomish proceeded more cautiously than expected. Mississippi's decision arose, in part, from lengthy negotiations among the prime sponsor, the Governor's Office of Job Development and Training, and its various program agents--the Employment Service, the University of Southern Mississippi, and four community-based organizations--over their respective responsibilities and roles in the program. The prime sponsor also required all subcontracts to be finalized before initiating enrollment and placement. There was some friction in this process as the agencies adapted themselves to new relationships. The Employment Service, for example, had long been accustomed to operating independently as the major provider of CETA employment and training programs for the Governor's Office of Job Development and Training. Under Entitlement, it now had to share program responsibility with the schools, the University of Southern Mississippi, and community-based organizations. The CBOs, on the other hand, had also been accustomed to having full responsibility for various Title I projects subcontracted to them by the Governor's office. They too had to give up some of their accustomed program authority to the ES and U.S.M.. In addition, delays in the hiring

of staff and in the development of alternative educational programs by the University of Southern Mississippi for out-of-school youths, contributed further to the decision to delay full implementation of recruitment and enrollment until late May, soon after the signing of all subcontracts. By June, however, Mississippi was moving rapidly to enroll large numbers of youths.

King-Snohomisn, too, proceeded cautiously in implementing recruitment and enrollment. Concern was expressed by the five major program agents and the consortium's staff that speed would dilute program quality and make coordination difficult. Like MOMR in Baltimore, the consortium had a reputation for delivering high quality programs. But, to the King-Snohomish staff, this meant careful tailoring of programs rich in counseling, special features, and support services to individual needs. Rapid enrollment and placement were simply not in the consortium style. While such concerns were also expressed by program agents and officials at other sites, the King-Snohomish Manpower Consortium was more willing to sacrifice large numbers of initial enrollments for slower start-up.

The enrollment costs of this trade-off were further escalated by the fact that schools were about to close for the summer in Mississippi, and in the process of closing in King-Snohomish, by the time recruitment and enrollment were effectively underway. Thus, the easy access to in-school youths was not available to Mississippi and limited in King-Snohomish, where school activities such as exams, competed with Entitlement for the attention of both staff and eligible youths.

It should be noted here that these choices, made by the prime sponsors and program agents of the two geographically largest Entitlement areas, may have made strategic sense in terms of coordinating far-flung programs. In addition, the Mississippi prime sponsor and King-Snohomish were more reliant than other sites on major subcontractors and program agents to reach eligible youths throughout their relatively vast Entitlement areas. This may have encouraged the Mississippi prime sponsor and the King-Snohomish consortium staff to proceed more carefully in their dealings with these agents: in Mississippi by ensuring that relationships among them were clearly defined and understood, and in King-Snohomish by allowing diverse and independent consortium members to proceed at their own pace.

Whether the decisions of Mississippi and King-Snohomish were wise or not must await programmatic developments in the future. While not without problems, both tended to operated more smoothly during this early period than other Tier I projects, though King-Snohomish's relatively small number of enrollments has also contributed to this result. The experience of these two projects provides further evidence that more planning and slower build-up leads to fewer problems.

In addition to strategic choices about the pace of enrollments, the ability of prime sponsors to enroll youths quickly was also affected by a variety of operational problems. It is apparent now that many of these problems could have been avoided, or their effects minimized, had there been greater opportunity for prime sponsors to plan and prepare, and had there been opportunity to test operational systems

and learn what the program model required, either through a pre-test or a slower and less frenetic build-up of participants. These options were foreclosed, however, by pressures to implement the projects rapidly. In the beginning, the large Tier I projects were unprepared, to varying degrees, to handle the large flow of eligibles who sought to enroll, causing delays and foul-ups in the enrollment process.

For example, significant delays in staffing occurred in Cincinnati, Mississippi, and Denver and to a lesser degree King-Snohomish (partly due in Mississippi and King-Snohomish to their awaiting the conclusion of contract negotiations). Training of the new staff in enrollment procedures then consumed more time than expected. In addition, Cincinnati and Denver, and, to a lesser degree, Mississippi, were affected by civil service regulations that slowed their ability to hire personnel. In Denver, this was a particularly crucial problem since the program faced high staff turnover in its early days. At King-Snohomish, as well, there was an initial insufficiency of staff at three of the program agents to handle the required recruitment and enrollment tasks. Both the Detroit and the Cincinnati Public Schools, which had significant responsibility for in-school enrollment, also proved to be understaffed for the demands placed upon them by the number of students who came forward. This situation was later corrected through the additional assignment of prime sponsor staff to supplement school personnel.

Staffing has been a problem at half the Tier II sites. In New York and Philadelphia, municipal hiring freezes prevented prime

sponsors from engaging new staff in time for scheduled program start-up. Several other sites encountered problems with inexperienced staff; among them were Steuben County, Alachua County, and Berkeley. The effects of these problems on recruitment and enrollment, however, were mixed at the Tier II Sites: New York and Philadelphia were less affected than Berkeley and Steuben.

Delays in obtaining adequate coordination of procedures between the prime sponsor and the schools for in-school enrollments hampered initial recruitment and enrollment efforts in Detroit and Cincinnati. In both sites, as well, prime sponsors were initially dissatisfied with the pace of school processes, and the assignment of prime sponsor staff to in-school efforts was motivated by the desire for faster action. Denver and Boston had difficulties obtaining the full cooperation and coordination of CBOs in recruiting out-of-school youths. Contracts were either vague and difficult to enforce (Denver) or remained unsigned due to a dispute between the prime sponsor and the major community agency to be involved (Boston). The usefulness of these agencies as recruitment sources was impeded as a result.

Further complicating things at some of the sites was the initiation of the large SPEDY program, which began just after the first few months of Entitlement and before its initial problems had been ironed out. Coordination issues arose between the two programs: first, overlapping eligibility for 16-19-year-olds*, and, second, prime sponsor commitments of SPEDY funds to the Entitlement projects, commitments which had been

*SPEDY eligibility covers 14 to 21-year-olds whose family income is below 70 percent of the BLS Lower Living Standard. This income standard is higher than the OMB poverty level, and thus included Entitlement eligibles.

encouraged by the Youth Act and the guidelines. Although most Tier I sites ran two separate programs (the partial sites of Detroit, Mississippi, and Boston concentrated their SPEDY programs on youths in non-entitled areas of their jurisdiction) and paid some Entitlement participants with SPEDY funds; Baltimore and King-Snohomish, to a lesser degree, sought to integrate both programs. In these sites, SPEDY and Entitlement were operated by the same managers with responsibility for recruitment, enrollment, payroll monitoring, and worksite management of both programs. The results in both cases, but especially in Baltimore, were strains on staff resources that detracted from the ability of both to concentrate on the recruitment of Entitlement eligibles and to establish routine Entitlement enrollment and payroll procedures.

SPEDY may also have discouraged participation in Entitlement in a different way in King-Snohomish, and in Detroit as well. Program staff at King-Snohomish suggested that the presentation of Entitlement at the same time as SPEDY may have confused youths eligible for both. All program agents in the consortium received comments from applicants that indicated the belief that Entitlement was just another name for the SPEDY program. Since SPEDY supports only a limited number of job slots, youths are, as a result, accustomed to, and discouraged by, long waiting lists for these summer jobs. Participation in Entitlement may have been discouraged by this confusion.

In Detroit, similar, though apparently lesser, problems occurred in the simultaneous recruitment and enrollment of Entitlement and SPEDY

participants. The initial absence of a broad-scale information campaign in the Entitlement area contributed to this problem although the extent of confusion and its effect on participation is unclear. The problem was further compounded for Entitlement-eligible youths enrolled in SPEDY contrary to policy, apparently due to mixed signals between the prime sponsor and its managing agent, the Detroit Public Schools. These youths then had to be converted back to Entitlement. Later efforts in June to disseminate information on Entitlement clearly distinguished it as a special youth employment program. These efforts were part of a larger attempt to expand outreach efforts in Detroit during the summer; however, serious payroll problems abruptly halted these activities in August.

For most sites, operational problems had their greatest impact during the initial phases of recruitment and enrollment. As prime sponsor experience with Entitlement increased through late summer and early fall, the occurrence of enrollment foul-ups and their effects diminished.

Compared with Tier I, problems in program coordination were largely absent in Tier II sites due to their small size. But the Dayton, Ohio (Miami Valley) program was in the midst of a re-organization that impeded recruitment and enrollment efforts and Berkeley had some difficulties coordinating Entitlement with other youth programs, and with staff turnovers caused by Proposition 13.

But small size had its advantages. In the area of recruitment, for instance, it meant a smaller audience to reach, particularly in those Tier II sites centered on only one high school, Monterey, Albuquerque,

TABLE 5

EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT OF YOUTHS ENROLLED IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY SITE AND TIME PERIOD

Site	Through June				July Through September				Through September			
	Total Youths Enrolled[a]	Percent Distribution By Prior Educational Status			Total Youths Enrolled	Percent Distribution By Prior Educational Status			Total Youths Enrolled	Percent Distribution By Prior Educational Status		
		Out of School	In School	Total		Out of School	In School	Total		Out of School	In School	Total
TIER I												
Baltimore	7,594	11	89	100.0	760	30	70	100.0	8,518	13	87	100.0
Boston	4,288	3	97	100.0	860	11	89	100.0	5,451	5	95	100.0
Cincinnati	2,241	7	93	100.0	567	16	84	100.0	2,814	9	91	100.0
Denver	2,589	10	90	100.0	572	23	77	100.0	3,170	12	88	100.0
Detroit	3,975	3	97	100.0	580	6	94	100.0	4,652	4	96	100.0
King-Snohomish	1,783	4	96	100.0	901	10	90	100.0	2,686	6	94	100.0
Mississippi	4,320	2	98	100.0	1,492	11	89	100.0	5,843	5	95	100.0
TOTAL TIER I	26,790	6	94	100.0	5,732	15	85	100.0	33,134	8	92	100.0
TIER II												
Alachua County	192	0	100	100.0	40	0	100	100.0	250	0	100	100.0
Albuquerque	436	4	96	100.0	94	9	91	100.0	533	5	95	100.0
Berkeley	510	2	98	100.0	99	2	98	100.0	628	3	97	100.0
Dayton	46	4	96	100.0	6	0	100	100.0	52	4	96	100.0
Hillsborough	100	11	89	100.0	28	32	68	100.0	128	16	84	100.0
Monterey	169	8	92	100.0	28	21	79	100.0	198	10	90	100.0
New York	399	0	100	100.0	78	4	96	100.0	477	1	99	100.0
Philadelphia	205	0	100	100.0	42	5	95	100.0	249	1	99	100.0
Steuben County	95	18	82	100.0	47	31	69	100.0	146	24	76	100.0
Syracuse	805	2	98	100.0	122	0	100	100.0	966	2	98	100.0
TOTAL TIER II	2,957	3	97	100.0	584	8	92	100.0	3,627	4	96	100.0
TOTAL DEMONSTRATION	29,747	6	94	100.0	6,316	14	86	100.0	36,761	7	93	100.0

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: Percentages may not add exactly to 100.0 due to rounding.

[a]Educational status of 698 youths enrolled prior to July are not included due to the late receipt of forms. They are, however, included in enrollments through September which explains why youths enrolled in first two periods do not equal total enrollments through September.

Hillsborough, and New York City (although the New York project soon learned that most of its eligibles went to schools all over the city). This advantage was multiplied by the fact that school counselors were often familiar with the individual circumstances of students in the school, and could contact eligibles directly. Pre-selection through lists of students eligible for the school lunch program, was another technique used in several Tier II projects. One site obtained a listing of all in-school youths residing in the Entitlement area, called each of them to explain the program, and encouraged those who appeared eligible to apply. Staff continued to call every few days if the youth did not come into the office, and, in many cases, spoke to the parents as well. By June, every youth had been contacted four or more times. It is difficult to imagine a Tier I site being able to conduct a campaign of this intensity.

The smaller size of the Tier II sites also tended to ease problems of paper flow typically encountered in Tier I enrollment, and it meant fewer agencies to coordinate. It also enabled prime sponsors to offer more in the way of counseling and orientation to applicants.

Reaching the Out-of-School Eligibles.

One of the major tests of Entitlement is the degree to which drop-outs return to school to take advantage of the job guarantee. Table 5 shows the cumulative number of youths enrolled through September, and the proportionate differences between those in school and those out of school in the semester prior to enrollment.

Table 5 records the early in-school emphasis of the recruitment and enrollment strategies. Through June, generally low levels of out-of-school enrollments were obtained, with the exceptions of Baltimore (11 percent), Denver (10 percent), and Cincinnati (7 percent) in Tier I; and Steuben County (18 percent), and Hillsborough (11 percent) in Tier II. On the whole, Tier II projects fared less well in the spring than their larger counterparts. While the proportion of drop-outs for both tiers was 6 percent, three of the Tier II projects showed no drop-outs enrolled in their programs.

The concentration of in-school eligibles among participants is further illustrated in Table 6. Participants were more likely to be in school than the eligible target group as a whole: 91.9 percent of the participants were in school or in a GED program, compared to 82.6 percent of the eligibles. This pattern, though somewhat less pronounced, was evident for those ever out-of-school as well; they were less likely to have enrolled in the project than their proportion of the eligible population would suggest.

The statistics on Mississippi deserve special comment; here 97.9 percent of the participants were in school versus 85.7 percent of the eligibles. As discussed above, the high in-school enrollments in Mississippi among early participants, reflected the absence of alternative education programs for returning out-of-school eligibles who were not enrolled, but placed on a waiting list until these programs were established in the summer. During the summer months, the project in Mississippi gradually enrolled many of these youths.

TABLE 6

COMPARISON OF EDUCATIONAL BACKGROUNDS OF ELIGIBLE YOUTH WITH ENROLLED PARTICIPANTS IN THE RESEARCH SITES OF THE YOUTH ENTITLEMENT DEMONSTRATION

Educational Background	Baltimore		Cincinnati		Denver		Mississippi		Total	
	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.
Prior School Enrollment Status[a]										
In School	75.3	86.3	74.7	88.2	69.9	85.0	83.3	96.8	77.0	89.1
In GED	6.5	2.5	6.1	4.5	10.1	4.9	2.4	1.1	5.6	2.8
Out of School	18.3	10.4	19.1	7.1	20.0	7.1	14.4	1.9	17.5	7.2
Ever Out of School[b]	22.9	18.2	21.5	13.2	24.6	19.9	16.2	4.3	20.7	14.2

SOURCE: Tabulations of baseline interviews of eligible youth in the Entitlement Research System, and Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: Baseline interviews of eligible youth were conducted in the research sites during the period from April through July 1978. Enrollment data cover all youth enrolled in the research sites during the period from February through June 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]The percentages of "in-school" and "GED" for eligible youth represent status at any time during the 1977-78 school year. The comparable percentages for enrolled participants represent status during the semester prior to enrollment in the Youth Entitlement Demonstration.

[b]The numbers for eligible youth indicate percent of youth who were out of school for at least 1 entire year during the past 5 school years. The numbers for enrolled participants indicate the percent of youth who were out of school for at least 1 school semester during any prior years.

During the summer and early fall, there was a relatively sharp and encouraging rise in the proportion of drop-outs enrolling in almost every project, especially the Tier IIs. For Tier I, the increase is from 6 to 15 percent, and in Tier II from 3 to 8 percent. This increase is, however, offset by lower enrollments during the summer: the summer percentages generally reflect smaller actual numbers than the spring. For example, Denver's 23 percent level in the summer and early fall represents 134 drop-outs, compared to the 10 percent spring level, which represents 259 drop-outs. Nonetheless, these summer and early fall enrollments increased the small percentage of enrolled drop-outs by a few percentage points at most of the sites: cumulatively from 6 percent to 8 percent in Tier I, and from 3 percent to 4 percent in Tier II. Initially, concern was expressed about enrolling out-of-school youths during the summer when the program required that such youths be placed in an education program to begin within 30 days of enrollment. Many of these programs were either not yet established or did not operate during the summer months. Moreover, it seemed inequitable that participating youths already enrolled in school did not have to attend school in summer at all and could spend full-time at work, while out-of-school youths just coming into the program would have to attend school during the summer and work only part-time. Therefore, MDRC, with the concurrence of the Department of Labor, allowed the waiver of the 30-day requirement for out-of-school youths. There were several conditions attached to this plan: (a) the waiver was effective for out-of-school youths during the summer, 1978 phase

of Entitlement only; (b) the waiver was optional; those sites wishing to operate under the 30-day requirement were free to do so; (c) sites wishing to exercise the waiver were required to submit a plan designed to ensure that out-of-school youths would be enrolled in a valid educational program.

The introduction of the summer waiver helps account for the increase in the proportion of out-of-school enrollments in the period July through September. Drop-outs were willing to work once the schooling requirement was lifted.

At the same time, however, a large proportion of enrollees who were out of school in the prior semester indicated that they returned to school specifically in order to be eligible for Entitlement: 85 percent in Tier I and 61 percent in Tier II. This is shown in Table 7. For the total demonstration, 2,340 of the out-of-school enrollees or 84.1 percent reported themselves in this category.

As discussed earlier, all Tier I sites concentrated their early efforts on the in-school population. But, in the four Tier I projects with the smallest percentage of returning out-of-school eligibles--Mississippi, Boston, Detroit, and King-Snohomish--there were additional and varying reasons for this absence of drop-outs. In Mississippi, out-of-school youths were not enrolled by the Employment Service simply because they were not enrolled in school: until June, no alternative schools were established to serve them as had been anticipated in program plans. In Boston, the absence of alternative education programs also acted as a constraint on the enrollment of drop-outs. In Detroit's first months of project operation, the public schools, as managing

Table 7

ENROLLED YOUTHS WHO INDICATED THEY RETURNED TO SCHOOL TO BE ELIGIBLE FOR THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978

Site	Total Out of School Youth[a]	Number Returned To Be Eligible	Percent Returned to be Eligible of Total Out-of-School Youth
TIER I			
Baltimore	1,105	1,016	91.9
Boston	283	244	86.2
Cincinnati	252	235	93.3
Denver	391	281	71.9
Detroit	176	121	68.8
King-Snohomish	173	109	63.0
Mississippi	259	245	94.6
TOTAL TIER I	2,639	2,251	85.3
TIER II			
Alachua County	0	0	0.0
Albuquerque	27	15	55.5
Berkeley	17	4	23.5
Dayton	2	0	0.0
Hillsborough	20	17	85.0
Monterey	20	17	85.0
New York	4	3	75.0
Philadelphia	2	1	50.0
Steuben County	34	23	67.6
Syracuse	19	9	47.4
TOTAL TIER II	145	89	61.4
TOTAL DEMONSTRATION	2,784	2,340	84.1

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTE: [a]Refers to all youths who were out of school in the semester prior to enrollment.

agent, concentrated almost exclusively on the in-school population.

The relatively low enrollment of out-of-school eligibles in King-Snohomish was due, in part, to competition from other youth programs, notably the Youth Employment and Training Program (YETP). YETP appeared more advantageous to out-of-school eligibles and the staffs of the program agents; it was available to all members of the consortium but Seattle. Not sharing the stringent proof of eligibility and reporting requirements of Entitlement, YETP was more attractive to both staff and clients. Moreover, YETP guidelines allow youths to be paid stipends for classroom training whereas Entitlement guidelines discourage classroom training and offer no stipends for the time spent in school. In addition, YETP provides for greater prime-sponsor flexibility in shaping services to fit individual needs; its higher funding allowance for these services allowed a broader range to be provided. In contrast, the Entitlement guidelines required that a high proportion of the grant had to go to client wages. As a result of these perceived benefits, program agent staffs tended to promote YETP over Entitlement to youths eligible for both. Where some staff had anticipated that Entitlement would expand and enrich existing program strategies, they soon came to view it somewhat disfavorably as "a bare bones program designed to test saturation." The cumulative effects of the competitive factors presented by YETP and by SPEDY had a depressing effect on Entitlement enrollments generally, but their keenest effects were on out-of-school recruitment for the project.

In Denver, which did relatively well recruiting drop-outs, there was competition from other youth programs operated by SER and the

Opportunities Industrial Centers (OIC). These programs were each responsible for the recruitment of 300 out-of-school youths into Entitlement, and the provision of GED courses to these participants. However, both operated YETP programs as well, with SER, in addition, responsible for a Youth Conservation Community Improvement Project (YCCIP). While these efforts were kept operationally distinct, all were under-enrolled, suggesting a surplus of "supply" to "demand", a diluted recruitment effort for each, or a combination of the two. In Cincinnati as well, the Citizens Committee for Youth (CCY)--subcontracted to recruit and provide schooling to drop-outs--has fallen short of its Entitlement goal of 325 out-of-school participants. It has taken the position that with its other youth programs--mainly non-CETA--it can provide full-time work for drop-outs, and will not allow Entitlement to alter its overall program strategy by forcing some of these drop-outs into the project.

In dealing with the "competition" issue, it appears that the partial sites, Baltimore, Boston, Detroit, and Mississippi, (the last as part of a Balance of State program), had a distinct advantage over their full saturation counterparts. This was because they could and did direct all or most YETP (and SPEDY) funds to non-entitled areas of the jurisdiction. (In Detroit, this shift did not occur until some time after the program began.) This option was not available to the full saturation sites of Cincinnati, Denver, and King-Snohomish. In Cincinnati, Entitlement was given priority over YETP and SPEDY; as a result, SPEDY enrollments in 1978 suffered. In Denver, as well, Entitlement has been given priority,

although as noted above, YETP and SPEDY appear to be cutting into Entitlement enrollments.

Perhaps the significant, preliminary lesson here is that Entitlement has not born into a "pure" environment. It had to compete with both private-sector opportunities, and other publicly-subsidized training and employment programs expanded and created by the Youth Act itself. The full implications for program development and impact will not be known until later in the life of these projects.

Current indications are, however, that many members of the eligible population, particularly those out of school, were largely uninterested. Even when recruitment for Entitlement intensified at the King-Snohomish site in late spring, and participation increased, staff reported that interest in Entitlement was quite low among out-of-school eligibles. A large proportion were emancipated from their parents and living alone, many with families of their own; wages offered by Entitlement were not an incentive to return to school. This, too, was reported by the staffs of the Miami Valley (Dayton, Ohio) and Philadelphia Tier II projects, which also have conducted intensive efforts to increase the number of youths in the program. (In Miami Valley, staff report that emancipated, out-of-school youths generally move out of the Entitlement area to lower-rent areas of the city.) These reports that out-of-school youths may be less willing to enroll than anticipated, at least for a part-time, school-conditioned job, gain weight from the evidence that out-of-school youths were more willing to participate during the summer, when full-time work was

available under Entitlement, and a waiver of the schooling requirement for drop-outs was in effect at several sites.

Underlying the reluctance of out-of-school eleigibles to participate may be improvements in the local labor market that increase non-Entitlement opportunities for youth employment. In Seattle, project staff and other observers have spoken of a "mini-boom" in the local economy that has offered Entitlement eligibles alternative, unsubsidized employment. In the Hillsborough, New Hampshire Tier II project, efforts in September to recruit out-of-school youths were reported by staff to be only partly successful because of the ready availability of full-time work at above-minimum wages in an improved economy.

One rough measure of whether the participation of out-of-school eligibles was inhibited by local economic conditions would be to compare the 1977 and 1978 unemployment rates for the sites with their proportion of out-of-school enrollments in the projects. The sites were selected partly for the variety they presented in these unemployment rates. However, there does not appear to be any pattern of relationship between unemployment rates at the sites and the presence of out-of-school eligibles in the projects. A more important factor in the participation of out-of-school youths during these early phases of the demonstration lies in the prime-sponsor strategies discussed above.

The Tier I projects where out-of-school enrollments are highest--Baltimore, Denver, and Cincinnati--are distinguished by the heavy involvement of community-based organizations in recruitment efforts. In Baltimore, this occurred primarily through the self-referring

worksite mechanism and the strong network of CBOs; in Denver, through subcontracts with the Opportunities Industrial Center (OIC), and SER Jobs for Progress Inc.; and in Cincinnati, through CCY and the Cincinnati Institute of Justice. Although these agencies have fallen short of their recruitment goals, their activities may account for the relatively higher proportion of out-of-school enrollees in these sites than elsewhere. The answer to whether, in the long term, the involvement of such agencies as SER, OIC, and CCY makes a difference in out-of-school enrollments at the Tier I projects, must await future developments.

The participation issue was further complicated in four or five sites where some stigma was reportedly attached to Entitlement. Aside from general rural mistrust of government "handouts", Entitlement was viewed by the generally conservative populace as a program for "shiftless misfits". It was felt that this might be deterring potential participants--both drop-outs and those in school--from applying for their entitlement. This problem was thought to exist in Tier II's Hillsborough (a non-rural area covering Manchester, New Hampshire) and rural Steuben, and in the Mississippi Tier I area, as well as rural parts of King-Snohomish. In Alachua, there was the possibility of an added deterrent to participation by white eligibles who perceived Entitlement as a "black" program.

At almost every site, enrollments were further dampened to an unknown degree by the "discouragement effects" of documentation requirements. For some youths, this meant a decision not to participate

at all. Such permanent discouragement may be an inevitable price paid in running an Entitlement program where proof of eligibility is required. (A standard joke at one site was that any youth who could fill out the income form should automatically qualify for the GED. The form is by no means complicated, although perhaps difficult for eligibles and their families with low reading skills.)

Such discouragement effects will no doubt be severe only if youths have other opportunities: in sites where employment opportunities are expanding, eligible youths may decide it is less of a "hassle" to look for an unsubsidized job than a subsidized one requiring documentation of eligibility.

Other Participant Characteristics.

The large predominance of in-school youths in the projects is reflected in the profile of participant population. Table 8 compares the participants enrolled in the spring with those enrolled in the summer and early fall by tier, and a cumulative portrait for the period through September.

With striking consistency, the average age of the participants was 16.5 throughout the first eight months of the demonstration. Both 16-and 19-year-olds increased slightly during the summer: 6 percent for 16-year-olds, and 2 percent for 19-year-olds. The participant population was about evenly divided between males and females, with a slight increase in males, primarily in the Tier I sites, during the summer months. The participants were also predominantly black (non-Hispanic), although the spring proportion of 76 percent blacks enrolling

TABLE 8

CHARACTERISTICS AT TIME OF ENROLLMENT
OF YOUTHS ENROLLED IN YOUTH ENTITLEMENT DEMONSTRATION
THROUGH SEPTEMBER 1978, BY TIER AND TIME PERIOD

Characteristics at Time of Enrollment	Percent of Total Youth Enrolled or Average								
	TIER I			TIER II			TOTAL DEMONSTRATION		
	Through June	July Through September	Through September	Through June	July Through September	Through September	Through June	July Through September	Through September
Age									
16 years	46	52	47	47	58	49	46	52	47
17 years	33	27	32	33	27	32	33	27	32
18 years	16	14	16	16	10	15	16	14	16
19 years	5	7	5	4	5	4	5	7	5
Average Age (years)	16.8	16.8	16.8	16.7	16.6	16.7	16.8	16.7	16.8
Sex									
Male	48	50	49	47	45	47	48	50	49
Female	52	50	51	53	55	53	52	50	51
Ethnicity									
White (Non-Hispanic)	15	24	16	17	23	18	15	24	16
Black (Non-Hispanic)	77	65	75	61	56	62	76	64	74
Amer. Indian/Alaskan Native	0	1	1	0	1	1	0	1	1
Asian/Pacific Islander	2	2	2	1	2	1	1	2	1
Hispanic	6	8	6	19	18	18	8	9	8
Marital Status									
Never Married	99	98	99	99	98	99	99	98	99
Married	1	2	1	1	2	1	1	2	1
Head of Household	1	2	1	2	1	2	1	2	1
Living With Own Children	6	8	6	6	5	6	6	8	6
Average Number of Own Children	1.6	1.4	1.5	1.3	1.2	1.3	1.5	1.4	1.5
Family Receiving Cash Welfare (AFDC, SSI, GA)	43	38	46	36	43	42	42	39	46
Total Youth Enrolled[a]	26,790	5,731	33,134	2,957	584	3,627	29,747	29,747	36,761

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: Percentage distributions and averages were based on the number of responses to each question. "Average Number of Own Children" is based on only enrollees who indicated they had children.

[a]Characteristics of 698 youth enrolled prior to July are not included in enrollments through June due to late receipt of forms. They are, however, included in enrollments through September which explains why youth enrolled in the first two periods do not total enrollments through September.

TABLE 8 (CONTINUED)

CHARACTERISTICS AT TIME OF ENROLLMENT
OF YOUTHS ENROLLED IN YOUTH ENTITLEMENT DEMONSTRATION
THROUGH SEPTEMBER 1978, BY TIER AND TIME PERIOD

Characteristic at Time of Enrollment	Percent of Total Youth Enrolled or Average								
	TIER I			TIER II			TOTAL DEMONSTRATION		
	Through June	July Through September	Through September	Through June	July Through September	Through September	Through June	July Through September	Through September
Labor Force Status									
Employed	4	2	3	4	5	3	4	2	3
Not Employed	96	98	97	96	95	97	96	98	97
Average Weeks Worked in Last Year	11.4	12.1	11.5	12.6	12.9	12.5	11.5	12.2	11.6
Average Earnings in Last Year ($)	704	985	748	735	1,180	838	708	1,014	759
Most Recent Job									
Average Hours Worked/Week	23.4	27.4	24.0	23.6	25.8	23.8	23.4	27.2	24.0
Average Hourly Wage ($)	2.47	2.69	2.51	2.44	2.53	2.46	2.47	2.67	2.50
Highest Grade Completed									
0-7	2	2	2	1	1	1	2	2	2
8	9	8	9	6	6	6	8	7	9
9	29	23	28	30	21	28	29	23	28
10	34	39	35	37	44	38	35	40	35
11	26	28	26	26	28	27	26	28	26
Average Highest Grade Completed	9.7	9.8	9.7	9.8	9.9	9.8	9.7	9.8	9.8
Out of School in the Semester Prior to Enrollment in Entitlement	6	15	8	3	8	4	6	14	7
Ever Dropped Out of School For A Semester	12	24	15	10	13	11	12	23	14
Total Youth Enrolled[a]	26,790	5,732	33,134	2,957	584	3,627	29,747	6,316	36,761

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: Percentage distributions and averages were based on the number of responses to each question. "Average Weeks Worked in Last Year", "Average Earnings in Last Year", and both the "Average Hours Worked Per Week" and the "Average Hourly Wage" for the most recent job are based on only enrollees who had ever worked before.

[a]Characteristics of 698 youth enrolled prior to July are not included in enrollments through June due to late receipt of forms. They are, however, included in enrollments through September which explains why youth enrolled in the first two periods do not total enrollments through September.

dropped during the summer months to 64 percent, while whites enrolled in increasing numbers during the summer/early fall, and altered their proportion from 15 to 24 percent during this period. In Tier II, largely due to the Albuquerque and Monterey projects, Hispanics comprised 18 percent of the participants, compared to 6 percent in Tier I. There was no significant increase in the participation of Hispanics during the summer/early fall.

Few of the participants (1 percent) were married, and few were heads of household (1 percent). However, a significant proportion of enrollees across the two tiers were living with their own children, about 6 percent.

Table 8 takes the discussion of drop-out enrollments a step further by showing the number of participants who had ever dropped out of school for a semester or longer prior to enrollment. A significant increase was registered by the projects between the spring and summer/early fall periods. Thus, the proportion of drop-outs in the spring in Tier I was 12 percent; among the summer enrollees, it was 24 percent. For Tier II, the comparable statistics are 10 percent and 13 percent.

Table 9 takes a third step, and explores the differences between Entitlement participants who were out of school the semester prior to enrollment and those who were in school. As the table shows, there were some significant differences between these two groups. In-school participants were younger, and more likely to have completed a higher school grade than out-of-school youths. For the demonstration as a

Table 9

SELECTED CHARACTERISTICS OF YOUTHS
ENROLLED IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978,
BY TIER AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

Characteristic	Percent of Total					
	Tier I		Tier II			
	In School	Out of School	In School	Out of School	In School	Out of School
Age						
16 years	49.6	19.9	50.0	23.1	49.6	20.0
17	31.8	28.0	31.7	27.9	31.9	28.0
18	14.4	31.8	14.5	27.9	14.4	31.6
19	4.2	20.2	3.8	21.1	4.1	20.3
Sex						
Male	48.6	50.0	47.3	44.9	48.4	49.7
Female	51.4	50.0	52.7	55.1	51.6	50.3
Ethnicity						
White (Non-Hispanic)	16.3	15.0	17.2	46.2	16.4	16.7
Black (Non-Hispanic)	75.1	71.9	63.5	21.8	73.9	69.3
American Indian/ Alaskan Native	0.6	1.5	0.5	1.4	0.6	1.5
Asian/Pacific Islander	1.7	0.4	1.2	0.7	1.7	0.4
Hispanic	6.3	11.2	17.6	29.9	7.4	12.1
Highest Grade Completed						
0-7	1.4	9.3	0.6	2.7	1.3	9.0
8	7.9	17.5	5.9	15.1	7.7	17.4
9	27.6	29.6	27.7	32.2	27.6	29.8
10	35.7	28.8	38.6	30.1	36.0	28.8
11	27.4	14.8	27.2	19.9	27.4	15.0
Current Educational Status						
In High School	95.4	31.9	95.3	36.2	95.3	32.1
In GED	4.5	62.5	4.6	52.2	4.5	62.0
Special Waiver	0.1	5.6	0.1	11.6	0.2	5.9
Number of Enrollees	30,326	2,650	3,474	147	33,800	2,797

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTE: Percentage distributions were based on the number of responses to each question on the Enrollment Form. Data were available for at least 99 percent of all youths enrolled in the program for all questions.

whole, the two groups were only slightly different in their ethnicity, with Hispanics more predominant among out-of-school enrollees. Out-of-school enrollees in Tier II were far more likely to be white (46.2 percent) and Hispanic (29.9 percent) than their in-school counterparts who were predominantly black (63.5 percent), with whites and Hispanics each comprising about 17 percent of the in-school group. The large proportion of whites among the out-of-school Tier II enrollees was skewed by the Steuben County and Hillsborough projects. Both were homogeneously white projects and had the largest proportion of out-of-school enrollees in Tier II.

In Tier I, Hispanics were more likely to be found among out-of-school enrollees (11.2 percent) than in-school enrollees (6.3 percent). This was largely due to the effects of the Denver project where 43 percent of all participants through September were Hispanic and which had one of the highest proportions of drop-outs, 12 percent, a level exceeded only by the 13 percent recorded by Baltimore.

The striking differences between in-school and out-of-school enrollees through September were that the out-of-school group is older (51.9 percent were 18 or 19 as opposed to 18.5 percent of the in-school enrollees) and, not surprisingly, less schooled (only 43.8 percent had completed either the tenth or eleventh grade as opposed to 63.4 percent of the in-school population). In summary, the youngest and most educated participants are to be found at sites with the fewest former drop-outs.

In the fourth step, we explore differences between participants

and the eligible population as a whole. A baseline portrait of the eligibles at four sites, Baltimore, Cincinnati, Denver, and Mississippi, has been provided by ABT Associates. The data is taken from a baseline survey of eligible youths in these sites carried out in the spring and early summer of 1978. By comparing the eligibles with the actual participants at these four sites, some initial notion of who is participating in Entitlement and who is not can be obtained. However, a caveat is in order: the comparison is for youths who participated through June.

Table 10 shows the basic demographic characteristics of eligibles and early participants in the four sites. Participants are far younger than eligibles. Sixteen-year-olds comprise 45.6 percent of the participants, but only 34.8 percent of the eligibles; conversely, 18-and 19-year-olds are only 22.3 percent of the participants, but comprise 35.1 percent of the eligible population. Consistent with our previous comparison of participants in school with those previously out-of-school, we again see the effect of early in-school recruitment strategies: the difference in age is apparently due to the large proportion of in-school youths in the projects. In-school eligibles are apt to be younger than out-of-school eligibles simply because the absence of a high school diploma is a condition of eligibility for the younger eligibles (16 and 17) and the older ones (18 and 19) alike; 18-and 19-year-olds without a diploma are far less likely to be in school than their younger counterparts.

There are no significant sex differences between the eligibles

TABLE 10

COMPARISON OF DEMOGRAPHIC CHARACTERISTICS OF ELIGIBLE YOUTH WITH ENROLLED PARTICIPANTS IN THE RESEARCH SITES OF THE YOUTH ENTITLEMENT DEMONSTRATION

Characteristics	Baltimore		Cincinnati		Denver		Mississippi		Total	
	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.	Elig.	Partic.
Age										
15 or 16	33.6	41.9	36.2	44.0	34.9	50.6	35.1	49.7	34.8	45.6
17	30.1	32.4	29.7	33.5	30.2	29.6	30.4	33.1	30.2	32.3
18	22.5	18.4	21.2	17.0	23.6	15.2	23.8	13.9	22.7	16.5
19	14.1	7.2	12.8	5.5	11.4	4.6	10.7	3.3	12.4	5.8
Sex										
Male	46.2	48.1	44.1	47.5	51.4	48.1	50.9	49.0	48.0	48.2
Female	53.8	51.9	55.9	52.5	48.6	51.9	49.1	51.0	52.0	51.8
Ethnic Group										
White	11.4	2.2	23.9	8.8	21.2	11.5	12.0	15.8	16.0	8.0
Black	86.9	97.6	75.0	91.1	26.6	40.3	87.9	84.2	75.6	84.4
Hispanic	1.0	0.1	0.7	0.1	49.1	44.0	0.1	*[a]	7.7	6.9
Other	0.7	0.1	0.4	*[a]	3.0	4.2	0.0	*[a]	0.7	0.7
Marital Status										
Married	0.9	0.3	1.4	0.5	2.4	0.9	1.6	0.9	1.5	0.6
Divorced / Separated	0.3	*[a]	1.4	0.2	2.0	0.5	0.8	0.2	1.0	0.2
Never Married	98.8	99.7	97.2	99.3	95.6	98.6	97.6	98.9	97.5	99.2
Number of Children										
0	82.4	91.2	81.9	97.4	87.4	95.6	87.0	97.1	84.5	[illegible]
1	15.2	7.9	14.8	2.4	10.7	3.9	10.5	2.2	12.9	[illegible]
2	2.1	0.6	2.9	0.1	1.6	0.2	2.3	0.[illegible]	2.3	0.4
More than 2	0.3	0.3	0.5	0.1	0.3	0.2	0.3	0.2	0.3	0.3
Highest Grade Completed										
0 - 8	24.0	17.9	13.7	7.6	8.8	6.2	17.5	5.5	17.2	11.5
9	31.7	32.5	31.4	31.9	35.8	34.2	25.3	15.8	30.0	28.4
10	25.7	31.3	31.6	39.5	34.0	36.9	31.5	36.3	30.2	34.5
11	19.0	18.3	23.3	21.0	21.3	22.7	25.8	42.4	22.5	25.6

SOURCE: Tabulations of baseline interviews of eligible youth in the Entitlement Research System, and Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: Baseline interviews of eligible youth were conducted in the research sites during the period from April through July, 1978. Enrollment data cover all youth enrolled in the research sites during the period from February through June 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] Less than 0.1%.

[b] Fifteen-year-olds who would turn 16 by June 30, 1978 are included in the "Eligible" population.

and early participants; females outnumber males in both groups, although in Denver and Mississippi, there is a slight male majority among the eligibles.

Ethnic differences between eligibles and participants are significant. Blacks are over-represented, comprising 84.4 of enrollees although only 75.6 percent of eligibles. Conversely, whites and Hispanics are under-represented, slightly for Hispanics (7.7 percent of the eligibles versus 6.9 percent of the participants) but more significantly for whites (16 percent of the eligibles versus 8 percent of the participants).

Most eligibles and participants have never married (97.5 percent and 99.2 percent respectively), but participants are less likely to have children than the eligibles as a whole (only 5.8 percent of the participants vs. 15.5 percent of the eligibles have children). Logic suggests that eligibles with children are likely to have less time to meet program requirements of both school and work and/or more need to seek work at higher pay.

Consistent with the above results, participants also show greater progress in school than do eligibles. Overall, a higher percentage of participants than eligibles have completed the tenth and eleventh grades.

The in-depth ABT profile, then, confirms data collected across all the sites, showing that, at least during the spring, projects were attracting the in-school, younger, predominantly black, and more educated segments of the eligible target group.

Enforcement and Retention.

The program model provided for extensive enforcement of eligibility requirements: certification at enrollment; verification of income and residence eligibility seven to twelve months after initial enrollment; monthly verification of school status including assurances that participants were meeting minimum academic and performance standards; establishment and monitoring of work performance and attendance standards (although monthly verification was not required, and prime sponsors had some flexibility); and continued monitoring of age in the sense that participants who turned 20 were to be immediately terminated if they had received their minimum "entitlement" of six months part-time or eight weeks full-time work.

Finally, prime sponsors were expected to establish termination procedures and a grievance mechanism for participants who believed they had been suspended or terminated unfairly or otherwise mistreated.

By examining the number of terminations across the sites, and the reasons for them, we can obtain some understanding of why youths left Entitlement and the degree to which the eligibility standards discussed above had been enforced beyond initial certification.

Table 11 shows cumulative enrollments and terminations for Tier I and Tier II and further divides these for in-school students and dropouts. About 17 percent of total enrollees terminated in Tier I, about 29 percent in Tier II: for the demonstration as a whole, about 18 percent of participants left the projects for one reason or another. The share of in-school and previously out-of-school youths among those

Table 11

ENROLLMENT AND TERMINATION OF YOUTHS FROM THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY TIER AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

Prior Semester Status	Youth Enrolled Through September 1978		Youth Terminated Through September 1978		Percent Terminations of Enrollments
	Number	Percent	Number	Percent	
TIER I					
In School[a]	30,326	92.0	5,060	90.6	16.7
Out of School	2,650	8.0	522	9.4	19.7
Total	32,976	100.0	5,582	100.0	16.9
TIER II					
In School[a]	3,474	95.9	1,012	94.9	29.1
Out of School	147	4.1	54	5.1	36.7
Total	3,621	100.0	1,066	100.0	29.4
TOTAL DEMONSTRATION					
In School[a]	33,800	92.4	6,072	91.3	18.0
Out of School	2,797	7.6	576	8.7	20.6
Total	36,597	100.0	6,648	100.0	18.2

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths enrolled and/or terminated in the 17 sites of the Youth Entitlement Demonstration during the period from February through September 1978, for whom a response was given to the question about prior education status on the Enrollment Form.

[a]In-School youths include youths who were enrolled in either a high school or equivalency program during the semester prior to their enrollment in the Entitlement Demonstration.

terminating, closely approximated their proportions in the participant population as a whole.

Table 12 shows reasons for termination and compares these reasons for the in-school and out-of-school groups. Program-related reasons for leaving (those having to do with eligibility criteria accounted for approximately two thirds of all the terminations) while resignations (reasons that were primarily due to a "personal" decision by the participant) accounted for about one-third. There is some overlap between the two "reason" categories; a participant may resign because he needs time for school or a participant might be dropped for unsatisfactory job attendance, a "program-related" termination. In both instances, the cause of termination --time needed for school-- may be the same.

Terminations for unsatisfactory school performance were quite low (1.3 percent); unsatisfactory job performance was also minimal (4.3 percent), as was unsatisfactory job attendance (5.3 percent). Over-age, moved, and not economically disadvantaged were reasons for termination in 1.1 percent, 5.0 percent, and 1.1 percent of the cases respectively.

Most of the participants terminated by the projects were terminated because they graduated or dropped out of school (37.6 percent of total terminations). The vast majority of these were June graduates (33 percent of total terminations) who probably graduated in June, 1978. The second most frequent reason was the desire for another job (14.1 percent). Other reasons for terminating are fairly scattered.

As will be discussed later,during this early period,most sites did

Table 12

REASONS FOR TERMINATIONS OF YOUTHS FROM THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY EDUCATIONAL STATUS AT TIME OF TERMINATION

	Total Terminations	Educational Status at Termination			
		In School[a]	Out of School		Status Unknown
			Graduated	Dropped Out	
Total Terminations	6,648	2,345	2,583	579	1,141
Percentage Distribution By Reason					
Time Needed For School	6.9	17.1	0.6	0.5	3.4
Wanted Other Job	14.1	22.4	4.3	14.0	19.3
Dissatisfied With Job	3.5	4.1	2.6	5.0	3.9
Personal Health or Pregnancy	1.4	1.6	0.4	4.1	2.0
Family or Child Care	0.4	0.5	0.1	1.4	0.4
Other Resignations	5.4	9.9	1.1	5.9	5.8
Total Resignations	31.8	55.7	9.1	30.9	34.8
Over-Age	1.1	1.5	0.2	1.6	1.9
Moved	5.0	6.7	0.6	5.0	11.8
Not Economically Disadvantaged	1.1	3.0	0.0	0.2	0.3
Not Enrolled in High School or GED	37.6	7.5	84.4	31.3	12.1
Unsatisfactory School Performance	1.3	0.7	0.7	6.4	1.3
Unsatisfactory Job Attendance	5.3	7.3	0.4	10.0	10.0
Unsatisfactory Job Performance	4.3	7.1	0.7	3.5	7.1
Cannot Locate	4.0	3.2	0.3	6.0	13.2
Other Program-Related Reasons	8.3	7.3	3.5	5.2	7.4
Total Program-Related	68.1	44.3	90.9	69.1	65.1
Total	100.0	100.0	100.0	100.0	100.0

SOURCE: Tabulations of Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths terminated from the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]"In School" includes youth attending high school, GED programs, or post-secondary school.

not enforce school and work standards very effectively. Moreover, prime sponsors tended to postpone reverification procedures until late fall and early winter when the first participants in the projects were coming due. Given this, it is not surprising that Table 12 shows an apparantly low rate of program-initiated terminations or that grievance procedures were rarely utilized across the sites.

CHAPTER IV

JOB DEVELOPMENT, ASSIGNMENT, AND MONITORING

Entitlement's second major initiative was the development of work experience positions and of procedures to assign new enrollees to work. Prime sponsors were able to create large numbers of jobs during the first 10 months of the demonstration, but not without some serious coordination problems at most of the larger projects.

In some degree, the Entitlement program design resembled work experience efforts which prime sponsors had encountered with the summer youth programs. A large number of work slots had to be developed, paying the minimum wage. As with public service employment, the prime sponsor had to ensure that the jobs developed for Entitlement participants would not displace currently employed workers or those on lay-off.

Other aspects of the Entitlement model, however, imposed additional conditions upon the job development effort. Prime sponsors were obligated to deliver on the guarantee; to provide jobs that were appropriate, constructive, and accessible, not to just make a job available; and to minimize delay in the assignment of enrollees to jobs. Entitlement's enrollment would be continuous and a youth's Entitlement to work experience could continue as long as the youth remained in school and eligible. This meant that prime sponsors would have to ensure a steady supply of work slots, a mechanism for replenishment if work sponsors dropped out, and a procedure for re-assignment if youths had to be transferred to another worksite.

The year-round character of Entitlement required prime sponsors to

develop jobs which could provide part-time work during the school year and full-time in the summer. Final application guidelines required that youths be able to work a minimum of 10 and a maximum of 20 part-time hours and a minimum of 30 and a maximum of 40 full-time hours. Sponsors had to ensure that a youth's school and work schedules could be arranged so that the 10-hour minimum could be met. Work sponsors had to be able to shift from part-time to full-time workloads for participants, or develop replacement sponsors where this was not feasible.

The Youth Act specified that Entitlement and other youth demonstrations should provide participants with "meaningful opportunities to earn and learn." The research and demonstration character of Entitlement gave even greater impetus to the legislative language, since the demonstration was designed to test the notion that paid work experience could encourage school retention and completion. The quality and desirability of the work experience benefit and the timeliness with which it could be provided were likely to affect the rate of youth participation. Final application guidelines specified that sponsors must develop jobs that provide careful supervision and "structured, productive work settings."

Since the job guarantee was part of a conditional Entitlement, program regulations required prime sponsors to establish standards for participant worksite attendance and performance. These were to be monitored and enforced by the prime sponsor. The sponsors had the obligation to provide a good quality work experience, but the Entitlement participant had to agree, in return, to show up for work as scheduled and perform well (or at least behave well) at the worksite.

In addition to these conditions of the basic job guarantee, the

Entitlement legislation encouraged prime sponsors to develop innovative program features. Work positions could be developed with private, for-profit companies, paying up to 100 percent subsidy of a participant's wages and fringe benefits. Work-related training could be developed to accompany the work experience. Apprenticeship and pre-apprenticeship positions could be developed. Sponsors were not limited to providing only minimum wage positions, but could actively seek to develop higher-skilled and higher-paying jobs. The prime sponsors were encouraged to seek the involvement of private companies. Some of the other features such as apprenticeship, training, and above-minimum wage positions were not strongly encouraged in the application guidelines, however, primarily because the Entitlement model emphasized work experience, and since considerations concerning the estimation of potential national costs, as well as limits on the Entitlement budget, made an emphasis on minimum-wage positions more appropriate.

Many of Entitlement's unique aspects were not recognized by prime sponsors until the demonstration was underway, and discretionary activities involving the private sector tended to be uncharted territory altogether.

The overall experience of prime sponsors in creating jobs during the first program months is discussed below. This is followed by discussion of issues that arose during the job development and assignment process, as sponsors sought to meet the particular conditions of the Entitlement model.

Work and Training through September, 1978.

Job creation was substantial during the first seven months of

program operation, through September, 1978. Between part-time work in the spring and early fall, and full-time work in the summer, participants were paid for nearly eight million hours of work experience. Over 16,000 youths worked during the last pay period of September (see Table 13). The occupational distribution of job hours (Table 14 and Figure A) was dominated by three major occupational categories: clerical; building maintenance, construction and repair; and community and recreation aides. These three groupings accounted for over 70 percent of all paid hours in the demonstration. As would be expected, the distribution of jobs tended to vary with different kinds of work sponsors. The most notable differences occurred in comparing the public, nonprofit, and private sectors. In general, the occupational distribution and skill levels of Entitlement jobs were not unlike the minimum-wage, entry-level or low-skilled project activities that have characterized other youth work experience programs.

Work for Public Sector Sponsors.

As Tables 15 and 16 indicate, over half of all job hours at Tier I sites (60.5 percent) and Tier II sites (50.6 percent) were in public schools or other public agencies. The heaviest reliance upon public schools in Tier I was in Detroit, King-Snohomish, and Mississippi. The Detroit Public Schools acted as the managing agent for Entitlement during spring, 1978, and in King-Snohomish, the Seattle public schools had the largest enrollment of the five program agents. In Mississippi, as well as the rural areas in King-Snohomish, Alachua, and Steuben counties, public schools were among the major employers in the local

Table 13

NUMBER OF YOUTHS WORKING
IN THE YOUTH ENTITLEMENT DEMONSTRATION
AT THE END OF SEPTEMBER,1978, BY SITE

Site	Total Youths Working
TIER I	
Baltimore	6,243
Boston	2,087
Cincinnati	1,287
Denver	1,060
Detroit	582[a]
King-Snohomish	956
Mississippi	3,057
TOTAL TIER I	15,272
TIER II	
Alachua County	111
Albuquerque	263
Berkeley	243
Dayton	35
Hillsborough	75
Monterey	87
New York	259
Philadelphia	81
Steuben County	75
Syracuse	210
TOTAL TIER II	1,439
TOTAL DEMONSTRATION	16,711

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job activity in the 17 sites of the Youth Entitlement Demonstration during the last pay period in September 1978, with the exception of Baltimore and Detroit, where the data relate to the end of August 1978.

[a]The Detroit number of youth was low at the end of August due to the transition from the full-time employment period.

TABLE 14

DISTRIBUTION OF ALL JOB HOURS IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY OCCUPATIONAL CATEGORY AND SITE

Site	Total Job Hours	Percentage Distribution of Job Hours, by Occupational Category[a]									
		Community Workers & Recreation Aides	Clerical Workers	Teacher Aides & Tutors	Food Services Workers	Elderly Companions & Child Care Workers	Medical Assistants[c]	Grounds-keeping Workers	Building Constr., Maint., & Repair Workers[d]	Other[e]	Total
TIER I											
Baltimore	2,368,574	21.8	23.9	4.0	1.8	10.4	.9	6.8	20.4	9.9	100.0
Boston	1,176,600	20.0	32.2	2.8	2.1	4.9	3.8	7.4	19.1	9.5	100.0
Cincinnati	538,735	21.9	19.0	2.1	2.1	3.7	2.8	11.3	28.6	7.9	100.0
Denver	727,466	29.3	26.8	3.0	2.6	5.8	1.8	3.6	12.6	14.5	100.0
Detroit	953,754	9.4	35.9	10.2	8.6	2.6	3.1	.1	23.3	6.8	100.0
King-Snohomish	653,123	15.7	31.8	2.3	1.3	5.5	1.6	6.3	25.7	9.8	100.0
Mississippi	1,543,802	3.5	18.1	2.1	3.9	3.3	.9	10.3	52.7	5.1	100.0
TOTAL TIER I	7,962,054	16.7	26.0	3.8	3.2	6.0	1.9	6.7	26.8	8.8	100.0
TIER II											
Alachua County	77,145	12.1	30.6	.0	.0	9.3	2.5	5.5	34.3	5.7	100.0
Albuquerque	106,139	9.5	47.8	.6	4.4	6.3	2.5	1.7	17.6	9.6	100.0
Berkeley	159,231	16.0	37.7	3.2	1.5	12.6	.6	1.1	13.0	14.3	100.0
Dayton	15,962	13.9	10.5	.0	15.8	16.2	16.3	.0	25.7	1.5	100.0
Hillsborough	35,201	11.1	38.7	.4	2.7	1.4	.2	2.2	7.8	35.5[f]	100.0
Monterey	37,190	3.6	35.8	2.0	9.9	5.0	.3	.1	10.4	33.7[g]	100.0
New York	91,742	3.3	49.9	1.0	3.7	7.7	11.3	.9	9.4	12.8	100.0
Philadelphia	57,630	4.7	47.5	.0	.0	3.2	1.2	.2	15.2	27.9[h]	100.0
Steuben County	26,674	.0	.0	.0[i]	.0	.0	.0[j]	.0	.0	100.0[j]	100.0
Syracuse	209,646	18.3	28.4	3.3	2.9	4.3	.1	3.3	23.0	16.5	100.0
TOTAL TIER II	816,560	11.8	36.2	1.8	2.9	7.0	2.4	2.0	17.2	22.8	100.0
TOTAL DEMONSTRATION	8,778,614	16.3	27.0	3.6	3.1	6.1	1.9	6.3	26.0	9.8	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]Occupational categories were derived from groupings of similar jobs, as defined by 3-digit codes from the Dictionary of Occupational Titles, Fourth Edition, published by the U.S. Department of Labor, Employment and Training Administration, in 1977.

TABLE 14 continued

[b]Includes office clerical workers and administrative assistants.

[c]Includes nursing aides, medical/dental assistants, and medical laboratory assistants.

[d]Includes janitorial workers, maintenance construction workers, and other construction workers (carpenters, painters, etc.)

[e]Includes a wide range of occupations, none of which represent more than 2% of the total Demonstration hours for the period.

[f]The most significant occupations (2% or more) included in the Hillsborough "Other" category are: auto mechanics & repair (5.6%), saleswork (5.6%), electronics & machine repair (4.9%), warehousing & material handling (2.8%), camp counseling (2.8%), and animal caretaking (2.1%).

[g]The most significant occupations (2% or more) included in the Monterey "Other" category are: saleswork (10.3%), auto mechanics & repair (5.7%), service station work (5.7%), and florist assisting (2.9%).

[h]The most significant occupations (2% or more) included in the Philadelphia "Other" category are: warehousing & material handling (12.7%), hand packaging/bagging (5.1%), small parts assembling (3.0%), and garment hand sewing (2.5%).

[i]Less than .05%

[j]The most significant occupations (2% or more) included in the Steuben County "Other" category are: acting (65.8%), forestry work (30.2%), and artwork (3.3%).

TABLE 15

ANALYSIS OF JOB AND TRAINING ACTIVITY IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY SITE

TIER I

	Baltimore	Boston	Cincinnati	Denver	Detroit	King-Snohomish	Mississippi	Total Tier I
Total Hours Recorded	2,368,574	1,176,600	550,917	727,466	954,158	654,419	1,563,957	7,996,091
Percentage Distribution of Job Hours By Type of Work Sponsor[a]								
Private Educational Institution	*[b]	3.2	1.7	.1	3.8	.5	1.1	1.3
Public Educational Institution	16.9	7.4	16.7	7.7	31.8	30.4	41.4	22.3
Other Public Agency	49.6	42.2	16.2	33.4	15.3	36.1	42.5	38.2
Private, For-Profit	8.1	14.9	8.7	27.8	31.6	1.0	2.2	12.0
Non-Profit Organization	25.4	32.3	56.7	31.0	17.5	31.6	12.8	26.2
Total	100.0	100.0	100.0	100.0	100.0	100.0[c]	100.0	100.0
Percent of Job Hours Paid at Above-Minimum Wage	.0	.0	.0	.0	.0	.1	.0	*[b]
Percent of All Recorded Hours Designated to Training	.0	.0	2.2	.0	*[b]	.2	1.3	.4

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job and training activity in the 7 Tier I sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] A work sponsor is an organization/company/agency where youth are placed (employed) while in the Youth Entitlement Demonstration.

[b] Less than .1 percent.

[c] The percentage distribution of job hours by type of work sponsor does not add exactly to 100.0 because of the existence of a small number of hours (approximately 2500) for which a sponsor category is not specified.

TABLE 16

ANALYSIS OF JOB AND TRAINING ACTIVITY IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY SITE

TIER II

	Alachua County	Albu-querque	Berkeley	Dayton	Hills-borough	Monterey	New York	Phila-delphia	Steuben County	Syracuse	Total Tier II
Total Hours Recorded	74,930	106,139	91,624	16,123	35,207	38,802	91,742	62,749	26,674	214,610	758,600
Percentage Distribution of Job Hours By Type of Work Sponsor[a]											
Private Educational Institution	.0	.0	.2	.0	.9	.0	.0	4.8	.0	4.4	1.7
Public Educational Institution	46.5	55.6	43.7	11.6	1.3	17.6	.7	.6	49.3	9.4	23.5
Other Public Agency	46.1	41.8	19.3	25.4	4.9	14.4	36.2	7.2	33.6	23.4	27.1
Private, For-Profit	7.4	.0	1.7	2.7	63.9	67.3	22.9	64.8	.0	22.8	21.7
Non-Profit Organization	.0	2.6	35.1	60.3	29.0	.7	40.2	22.6	17.1	40.0	26.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Percent of Job Hours Paid at Above-Minimum Wage	.0	.0	.0	1.9	64.4	.0	.0	.0	.0	1.0	3.4
Percent of All Recorded Hours Designated to Training	5.1	.0	.0	.0	*[b]	4.2	.0	8.2	.0	2.3	2.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job and training activity in the 10 Tier II sites of the Youth Entitlement Demonstration during the period from March through September 1978.

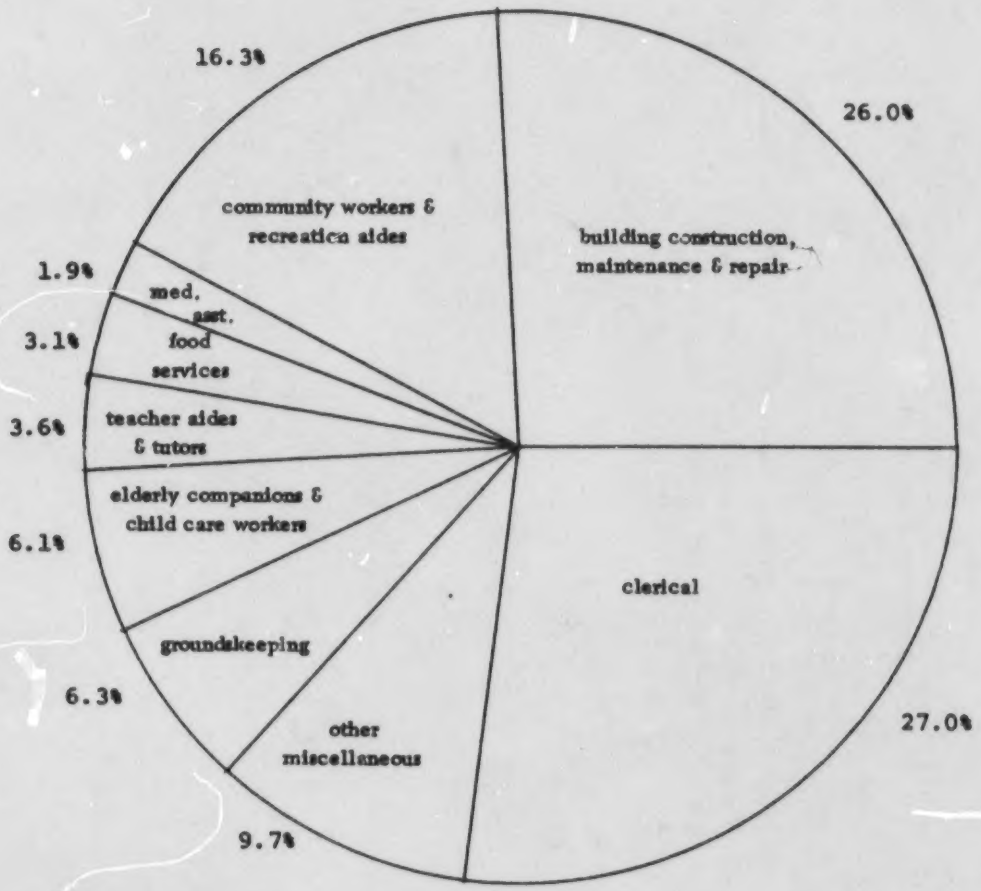
Percentage distributions may not add exactly to 100.0 because of rounding.

[a] A work sponsor is an organization/company/agency where youth are placed (employed) while in the Youth Entitlement Demonstration.

[b] Less than .1 percent.

FIGURE A

DISTRIBUTION OF ALL JOB HOURS IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY OCCUPATIONAL CATEGORY



economies.

A profile of job hours in the public schools through the end of September (Tables 17 and 18) reveals that over two-thirds were spent working in custodial-maintenance or clerical jobs. In addition, the largest number of teacher aide positions were with public school sponsors. While the emphasis upon public school work sponsors is understandable at these programs, the nature of the school season may raise some concern about whether youths were fully occupied in these positions during the summer months. This issue will be addressed in the assessment of worksites being conducted as part of the Entitlement research.

The occupational distribution at other public agencies tends to parallel that in the public schools, with the exception of somewhat larger proportions of participant hours in groundskeeping and community worker-recreation aide positions.

Work for Nonprofit Agency Sponsors.

The most notable job classifications in nonprofit agencies were community-recreation aides and child-care workers. (Four-fifths of the youths in the "Elderly Companions and Child-care Workers" category worked in day-care centers.) Over three-fifths of the child-care work in Tier I and nearly three-fourths in Tier II was with nonprofit agencies. This reflected the heavy concentration of community day-care centers in neighborhood-based organizations. The recreation aide concentration also reflects the community-center emphasis on many neighborhood-oriented nonprofits. There were proportionately fewer clerical positions at community-based organizations than in public agencies.

TABLE 17

DISTRIBUTION OF TOTAL JOB HOURS IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY OCCUPATIONAL CATEGORY AND SPONSOR TYPE

TIER I

Occupational Category	Total Job Hours	Type of Work Sponsor: Private Educational Institution	Public Educational Institution	Other Public Agency	Private, For-Profit	Non-Profit Organization	All Types
Total Job Hours	7,962,054	105,533	1,773,318	3,038,158	958,139	2,086,906	7,962,054
Percentage Distribution of Job Hours by Occupational Category[a]							
Community Workers & Recreation Aides	1,330,902	8.9	6.6	22.0	2.9	24.4	16.7
Clerical Workers	2,073,055	22.8	24.4	29.3	33.3	19.6	26.0
Teacher Aides & Tutors	305,571	12.6	8.9	1.7	.3	3.9	3.8
Food Services Workers	250,831	2.1	1.8	1.2	14.3	2.0	3.2
Elderly Companions & Child Care Workers	477,152	2.7	.7	5.0	2.7	13.6	6.0
Medical Assistants	148,084	.7	.4	1.7	2.9	3.0	1.9
Groundskeeping Workers	536,327	2.4	4.2	9.8	1.1	7.2	6.7
Building Construction, Maintenance, and Repair Workers	2,136,547	38.3	48.3	23.3	18.9	16.8	26.8
Other	703,585	9.6	4.7	6.0	23.6[b]	9.5	8.8
Total	7,962,054	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System

NOTES: The data cover all recorded job activity in the 7 Tier I sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]Occupational categories were derived from groupings of similar jobs, as defined by 3-digit codes from the Dictionary Of Occupational Titles, Fourth Edition, published by the U.S. Department of Labor, Employment and Training Administration, in 1977.

[b]The most significant occupations (2% or more) included in this category are: saleswork (5.7%), auto mechanics & repair (2.9%), and warehousing & material handling (2.7%).

TABLE 18

DISTRIBUTION OF TOTAL JOB HOURS IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY OCCUPATIONAL CATEGORY AND SPONSOR TYPE

TIER II

Occupational Category	Total Job Hours	Type of Work Sponsor: Private Educational Institution	Public Educational Institution	Other Public Agency	Private, For-Profit	Non-Profit Organization	All Types
Total Job Hours	816,560	13,314	212,174	210,127	161,924	219,021	816,560
Percentage Distribution of Job Hours by Occupational Category[a]							
Community Workers & Recreation Aides	96,220	3.6	4.7	16.8	.6	22.5	11.8
Clerical Workers	296,080	34.9	36.6	44.1	35.4	29.1	36.3
Teacher Aides & Tutors	14,449	2.1	1.9	.7	.0	3.9	1.8
Food Services Workers	23,650	*[b]	1.3	2.8	5.0	3.2	2.9
Elderly Companions & Child Care Workers	56,858	1.7	2.7	5.3	.1	18.1	7.0
Medical Assistants	22,835	.0	3.3	2.8	.8	3.9	2.8
Groundskeeping Workers	16,624	30.5	2.6	1.3	1.0	1.3	2.0
Building Construction, Maintenance, and Repair Workers	142,057	20.3	32.9	13.0	13.5	9.2	17.4
Other	147,787	6.9	13.9	13.1	43.6[c]	8.8	18.1
Total	816,560	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System

NOTES: The data cover all recorded job activity in the 10 Tier II sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] Occupational categories were derived from groupings of similar jobs, as defined by 3-digit codes from the Dictionary Of Occupational Titles, Fourth Edition, published by the U.S. Department of Labor, Employment and Training Administration, in 1977.

[b] Less than .05%

[c] The most significant occupations (2% or more) included in this category are: saleswork (12.1%), warehousing & material handling (9.5%), auto mechanics & repair (3.4%), fabric & garment work (3.0%), hand packaging/bagging (2.9%), and florist assisting (2.0%).

Worksites in the Private Sector.

The private-sector emphasis of several programs contributed to 12 percent of all Tier I job hours and nearly 22 percent of Tier II job hours being spent by participants in jobs at private firms (Tables 15 and 16). Although most sponsors did not reach their goals for private-sector jobs (Table 19), over 2,200 participants worked for private companies in September. Denver had not reached its target of 50 percent of youths working or job hours in the private sector, but nearly half its work sponsors were private firms. Detroit, which had hoped to target 25 percent of its participants and hours in the private sector, exceeded its goals during the first program months, with nearly one-third of all job hours through September, and over half its August work sponsors in the private sector. As will be discussed further, the Tier II programs which had placed particularly strong emphasis on private-sector jobs, Philadelphia and Hillsborough, had the highest proportion of job hours at private firms, 65 percent and 64 percent, respectively.

Work in private firms tended to represent a different mix than jobs for public and nonprofit sponsors. Table 20 gives a rank-order display of job hours for profit-making firms. Clerical and building maintenance occupations again top the list, although with a smaller proportion of hours than in the other sectors.

Food service work represented over 13 percent of all private-sector job hours reflecting the fact that most private sponsors were small firms, particularly retail establishments. There was early concern about the tendency of some programs to seek out fast-food chains as work sponsors. Since these establishments tend to hire part-time youths as their primary

Table 19

NUMBER AND PERCENT OF ORIGINAL WORK SLOT COMMITMENTS IN THE PRIVATE SECTOR, BY SITE

Site	Number of Private Sector Slots Committed	Percent of All Slots Committed
TIER I		
Baltimore	824	10
Boston	1,337	20
Cincinnati	164	13
Denver	2,000	50
Detroit	(missing)	25
King-Snohomish	99	5
Mississippi	1,035	15
TIER II		
Alachua County	32	10
Albuquerque	0	0
Berkeley	35	5
Dayton	36	15
Hillsborough	189	60
Monterey	38	18
New York	250	50
Philadelphia	960	80
Steuben County	0	0
Syracuse	178	32

SOURCE: Final applications submitted by prospective Youth Entitlement Demonstration sites in December 1977.

NOTES: The data for all sites except Denver, Detroit, and New York represent specific slot commitments in the final applications. Denver and New York are estimated slots, and Detroit data were not available.

TABLE 20

PERCENTAGE DISTRIBUTION OF JOB HOURS IN THE FOR-PROFIT SECTOR OF THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY OCCUPATIONAL CATEGORY AND TIER

	Total Demonstration	Tier I	Tier II
Total For-Profit Job Hours	1,120,063	958,139	161,924
Percentage Distribution of For-Profit Job Hours by Occupational Category[a]			
Clerical (includes Admin.Asst.)	33.6	33.3	35.4
Bldg. Construction, Maintenance, & Repair	18.3	18.9	13.5
Food Service	13.0	14.3	5.0
Sales	6.6	5.7	12.1
Warehousing & Material Handling	3.7	2.7	9.5
Auto Mechanics & Repair (includes Tire Recapping)	3.0	2.9	3.4
Community Work & Recreation Aide	2.6	2.9	.6
Elderly Companion & Child Care	2.3	2.7	.1
Medical Assisting	2.0	2.2	.8
Fabric & Garment Work	1.5	1.3	3.0
Machine Operating	1.2	1.2	1.6
Service Station Attending	1.1	1.1	1.4
Assembling	1.1	1.1	1.3
Groundskeeping	1.1	1.1	1.0
Hand Packaging (Bagging)	1.1	.8	2.9
Electronics & Machine Repair	1.0	1.0	1.1
Florist Assisting	.4	.1	2.0
Other	6.4	6.7	9.6
Total	100.0	100.0	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System

NOTES: The data cover all recorded job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]Occupational categories were derived from groupings of similar jobs, as defined by 3-digit codes from the Dictionary Of Occupational Titles, Fourth Edition, published by the U.S. Department of Labor, Employment and Training Administration, in 1977. The sequence of occupations presented is based on the overall percent of job hours attributed to each category.

work force anyway, several prime sponsors, particularly Detroit, were strongly encouraged to seek further for private sponsors. Small "mom and pop" restaurants that are not national franchises still constitute a large share of retail establishments and in most sites they appeared to be the primary source of food service jobs.

Table 20 displays several other job classifications that are unique to profit-making firms, including sales, fabric and garment work, auto mechanics, service station operation, assembly and packaging, and warehousing/materials handling. Apart from clerical, building maintenance, and food service, job classifications such as these accounted for nearly 400,000 job hours (35 percent) in the private sector. Nearly all these jobs were at the entry level.

The diversity of job titles in the private sector reflects the industrial diversity of the firms participating in the demonstration. Table 21 distributes job hours by industry and program. Industries that tend to hire low-skilled workers accounted for over two-thirds of all private-sector job hours. Wholesale and retail trades accounted for over 432,000 hours (38.6 percent) and service establishments accounted for nearly 325,000 hours (29 percent). In services, youths worked in auto repair shops and service stations, dry cleaning establishments, and an occasional detective agency or funeral parlor. Retail firms were dominated by restaurants, but included department and clothing stores, and others.

Of particular note are the high proportions of private-sector hours in Hillsborough and Philadelphia in manufacturing, accounting in both cases for over two-thirds of all private-sector hours. There was, in

TABLE 21

DISTRIBUTION OF JOB HOURS IN THE FOR-PROFIT SECTOR IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY SPONSOR INDUSTRY AND SITE

Site	Total Job Hours in For-Profit Sector	Percentage Distribution of For-Profit Job Hours, by Sponsor Industry[a]							
		Agric., Forestry, Fishing	Construction	Manu-facturing	Transp., Commun., Utilities	Wholesale & Retail Trade	Finance, Insurance, Real Estate	Services	Total
TIER I									
Baltimore	191,942	.1	1.7	12.3	7.4	44.6	6.5	27.4	100.0
Boston	174,973	.0	2.1	8.5	1.6	28.5	27.7	31.6	100.0
Cincinnati	47,067	1.5	.5	21.2	3.5	40.0	11.7	21.6	100.0
Denver	202,558	1.0	8.2	19.9	8.2	27.3	8.0	27.4	100.0
Detroit	301,099	.1	.1	7.6	4.3	44.1	5.6	38.2	100.0
King-Snohomish	6,392	9.3	.0	9.9	3.7	26.4	.0	50.7	100.0
Mississippi	34,108	4.8	.6	3.1	.5	71.2	3.3	16.5	100.0
TOTAL TIER I	958,139	.6	2.6	11.8	5.0	38.5	10.5	31.0	100.0
TIER II									
Alachua County	5,289	.0	.0	5.3	4.5	60.1	10.1	20.0	100.0
Albuquerque	0[b]								
Berkeley	2,804	.0	.0	27.5	26.4	4.5	.0	41.6	100.0
Dayton	272	.0	21.4	11.3	.0	67.3	.0	.0	100.0
Hillsborough	22,492	.0	7.8	65.3	.0	15.2	.0	11.7	100.0
Monterey	25,015	.0	2.5	7.0	1.0	63.5	.4	25.6	100.0
New York	20,992	.0	.0	5.7	.0	69.3	6.9	18.1	100.0
Philadelphia	37,361	.0	.5	64.9	4.7	10.5	17.0	2.4	100.0
Steuben County	0[b]								
Syracuse	47,699	.0	1.5	14.9	1.5	46.5	12.0	23.6	100.0
TOTAL TIER II	161,924	.0	2.1	30.9	2.3	39.2	8.7	16.8	100.0
TOTAL DEMONSTRATION	1,120,063	.5	2.5	14.6	4.6	38.6	10.3	29.0	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job activity for work sponsors in the for-profit sector in the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]Industrial categories are based on the divisional groupings of the Standard Industrial Classification Manual (SIC), published by the Executive Office of the President, Office of Management and Budget, in 1972.

[b]Albuquerque and Steuben County did not have any activity in the for-profit sector during the period.

Philadelphia, a high concentration of garment manufacturers, sheet-metal shops, a printing shop, an electrical box manufacturer, and other small manufacturing enterprises. Many of these firms were unionized, but the subcontractor role, played by the union-supported Council for Revitalization, permitted the program to place participants there with few problems. Among the manufacturing workshops in Hillsborough were electronics and heavy equipment manufacturers, and a graphics and printing shop. These firms were much less heavily unionized than those in Philadelphia.

Hours Worked Per Week.

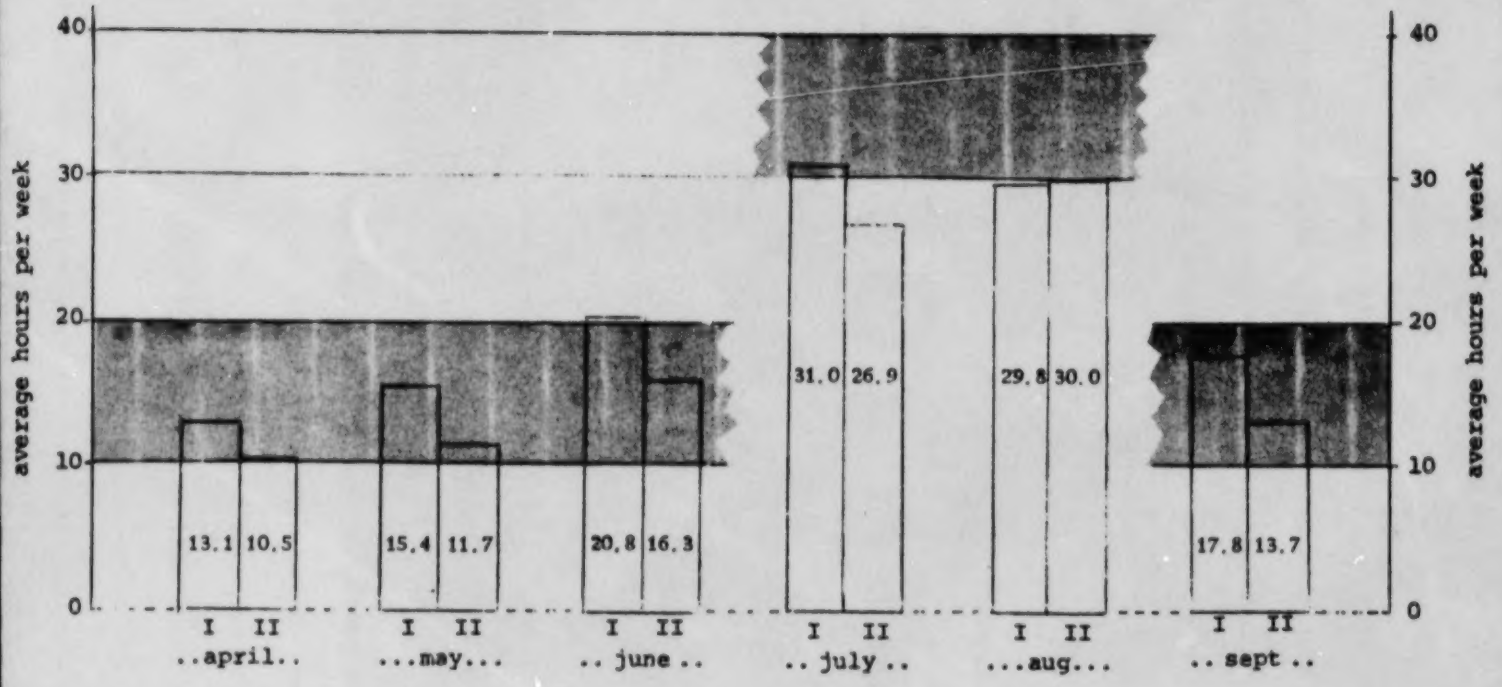
As required by the Entitlement program design, prime sponsors scheduled participants to work at least 10 hours per week during the school year and 30 in the summer. The official schedules tended to exceed the minimum in all but a few cases, ranging from 15 to 20 part-time hours and 35 to 40 full-time hours.

The actual hours worked by participants were somewhat fewer than those scheduled. The average hours per week for Tier I and II programs are displayed graphically in Figure B, which indicates that youths worked somewhat longer part-time hours in Tier I programs and close to the 30-hour full-time minimum. These figures indicate that under appropriate scheduling conditions it does appear feasible for youths to work a full 20 hours part-time. Forty-hour weeks during the summer were not typically scheduled, and even at those programs that offered 40-hour positions, average hours for youths did not exceed 35 hours.

These aggregate figures do not permit analysis of the number of individual youths who could not meet their scheduled hours, for reasons of transportation or conflicts between school closing and work sponsor

FIGURE B

AVERAGE JOB HOURS WORKED PER YOUTH PER WEEK IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY MONTH AND TIER



The shaded area show the minimum and maximum hours per week guaranteed under the Entitlement guidelines : 10-20 hours per week part-time employment during the school year; 30-40 hours per week full-time employment during the summer.

closing hours. These schedule problems did arise in some cases, and are discussed in the next section. In addition, the data system does not permit assessment of the absenteeism rate for individual youths, although a future special analysis may shed some light on the combined effects of voluntary absenteeism and scheduling problems.

Wage Rates.

Program guidelines encouraged the development of minimum wage positions (Tables 15 and 16). With the exception of Hillsborough County, there were hardly any paid hours above the minimum. Hillsborough, as discussed in the next section, sought to develop private-sector jobs with somewhat higher skill levels and wage rates than the $2.65 minimum wage in effect during 1978.

Establishing Job Development, Assignment, and Monitoring Procedures.

Soliciting work sponsors and creating large numbers of jobs rapidly was the major programmatic emphasis during the first months of the demonstration. This did not proceed without some difficulty, particularly at the Tier I programs and in the rural areas. Some coordination problems surfaced at the outset of program operations, and others emerged later in 1978, when the sponsors confronted the ongoing nature of Entitlement and the pressures which that generated.

Initial Job Development: Creating a Bank of Commitments.

Soliciting commitments from potential work sponsors began before the Entitlement cities were chosen. Final application guidelines required that prime sponsors submit written commitments from each work

sponsor for enough positions to guarantee a job to the estimated number of eligible youths who would participate in Entitlement. This job bank was developed in less than eight weeks during the fall of 1977, and while there were not always commitments to cover every estimated eligible, they generally exceeded the peak number of enrollees working at any one time during the first nine months (Table 22).

Sponsors obtained the great proportion of these paper commitments through established routines, by contacting public and nonprofit agencies that had sponsored summer youths. Prime sponsors such as Baltimore, which had directly managed the summer program, had their staff canvass the summer lists. In the King-Snohomish consortium, on the other hand, each of the separate program agents developed commitments for its own jurisdiction. Local offices of the Mississippi Employment Service took the lead role in the 19-county Entitlement area.

In a sense, then, a job bank and a procedure for reaching it were already in place for most of the prime sponsors by the time that the Labor Department announced the Entitlement grant awards. As Tables 15 and 16 in the preceding section show, the public and nonprofit sectors accounted for over three-fourths of job hours in the starting months. The fact that these commitments had to be obtained before the Entitlement sites had been selected made it difficult to know whether these would remain "real" commitments in 1978. The process of developing this job bank was more complex in the partial saturation sites -- Baltimore, Boston, and Detroit -- because large numbers of job offers had to be screened for proximity to the Entitlement area.

Developing positions in the private, for-profit sector was a new

Table 22

COMPARISON OF ORIGINAL WORK SLOT COMMITMENTS, EXPECTED PEAK PARTICIPATION, AND ACTUAL YOUTH WORKING IN THE YOUTH ENTITLEMENT DEMONSTRATION, BY SITE

Site	Original Work Slots Committed	Expected Peak Participation	Total Youth Working At End Of September 1978
TIER I			
Baltimore	8,246	9,263	6,243
Boston	6,686	5,950	2,087
Cincinnati	1,258	2,910	1,287
Denver	4,000[a]	3,550	1,060
Detroit	*[b]	6,200	582[c]
King-Snohomish	1,988	5,258	956
Mississippi	6,899	8,100	3,056
TIER II			
Alachua County	325	285	111
Albuquerque	500	442	263
Berkeley	705	700	244
Dayton	240	140	34
Hillsborough	315	190	75
Monterey	209	200	87
New York	500[a]	325	259
Philadelphia	1,200	274	81
Steuben County	240	240	75
Syracuse	556	1,111	210

SOURCE: "Original Work Slot Commitments" were contained in the final applications submitted by prospective Youth Entitlement Demonstration sites in December, 1977. "Expected Peak Participation" levels were contained in the 1978 final grant agreements between the federal government and the 17 Entitlement Demonstration sites. "Total Youths Working" numbers were tabulated from Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: Actual youths working represent youths who were working in jobs during the last pay period of September, 1978, for all sites except Baltimore and Detroit, where the data relate to the end of August, 1978.

[a]Denver and New York work slots were estimated in the final applications.

[b]Detroit's final application did not include work slot commitments.

[c]The Detroit number of youths was low at the end of September because operating problems forced the temporary suspension of program activities during the transition from full-time to part-time work.

activity for the Entitlement sponsors. In general, CETA prime sponsors have not involved private firms in providing training or work experience for disadvantaged youths. Even with adults, on-the-job training positions generally constituted less than 8 percent of all employment or training positions developed in CETA.

Prime sponsor staff welcomed the prospect of involving private firms, but they were concerned that arrangements might not proceed smoothly. Companies had complained about paperwork problems in CETA-OJT contracting and in pre-CETA high-subsidy OJT programs.

The methods of approaching the private sector for initial commitments varied. Some of the programs, particularly those that did not set high targets for private-sector participation, sought to approach private companies directly, drawing upon business directories or consulting Chambers of Commerce for lists of member companies. Baltimore used a direct approach, but sought the involvement of a business advisory council that had been established as part of its planning council structure several years ago.

Other programs, particularly those that planned to make private-sector participation a major component of Entitlement, sought the assistance of business organizations such as the Chamber of Commerce or National Alliance of Businessmen. In Denver, which originally planned to place half its participants in private companies, the local NAB was contracted to do job development, to assign youths to private companies, and to maintain a liaison role with participating employers. New Detroit, the locan Urban Coalition, solicited initial commitments from private companies, but did not play an ongoing role.

The Tier II programs that placed particular emphasis on jobs in industry relied upon the efforts of intermediary organizations. The Chamber of Commerce in Hillsborough County, and the Council for Revitalization of Employment and Industry in Philadelphia were instrumental in the development of jobs in manufacturing at those sites. In addition, the Revitalization Council, with active union membership, helped the Philadelphia program negotiate with six different union locals for work-experience positions in unionized industries, including printing and garment manufacturing.

In both private and public sectors, there had been some concern that unions might be uneasy about the possibility that subsidized Entitlement youths might displace union members. The care with which prime sponsors sought to consult unions during the planning period, and the practice at most prime sponsors to steer clear of highly unionized private companies appeared to allay any latent union concern.

Prime sponsors that sought private-sector worksite commitments (all but Albuquerque and Steuben County) uniformly offered the full 100 percent subsidy of wages and fringe benefits. Not only did this encourage business participation, but prime sponsor staff were reluctant to require companies to reimburse the prime sponsor for less than a full subsidy. Research considerations and sheer administrative constraints had necessitated the creation of a single central payroll, managed by the prime sponsor, and this ruled out the usual kind of OJT arrangement where the company paid a trainee and billed the prime sponsor for training costs.

The final application guidelines, which were transmitted after the

fall, 1977 first round of competition, required competing sponsors to submit a plan for reduction of the 100 percent subsidy rate. Having already invited companies to participate at the 100 percent level, prime sponsors resisted developing or acting upon any subsidy reduction plan. The one exception was the Mississippi prime sponsor, which modified its plan before program start-up, and notified private companies that the subsidy would be 75 percent, with the employers reimbursing the prime sponsor's central payroll.

All other prime sponsors paid the full wage bill for youths in private companies throughout 1978. The Department of Labor, late in 1978, issued a subsidy reduction procedure, to take effect in 1979 (reducing subsidies to 50 percent at six months of a youth's continuous employment, zero at 12) for all prime sponsors that would not submit an alternative plan. The response of participating companies in 1979 will bear observation.

Early Problems in Assigning Youths to Worksites.

Both the large number of work sponsor commitments obtained, and the large number of youths assigned to work, appear to indicate that delivering the job guarantee was not greatly limited by an insufficient supply of jobs. Matching a participant with a job in the right place and in short order, however, proved to be a major problem for most Tier I sponsors during the initial months of the program.

The development of procedures to assign new enrollees to jobs was a challenge to the large programs. In the early months, several Tier I programs had trouble keeping pace with the large number of enrollees being signed up every week. The Baltimore project, with the most rapid

early pace, had enrolled 5,928 youths by the end of March, but had placed on the job only 2,065, or 35 percent of its enrollees (see Tables 23, 23a and 23b). The gap between total enrollments and assignments was closed rapidly in the late spring, and by September, 83 percent of enrollees were assigned to jobs, as Table 24 indicates.

Several of the other Tier I sites had reached assignment rates of over 80 percent by September, including Cincinnati, Detroit, King-Snohomish, and Mississippi. King-Snohomish, in particular, was able to link jobs to enrollees successfully. Two of the Tier I programs, Boston and Denver, experienced more prolonged problems getting their job assignment processes worked out. Over one-third of Boston's enrollees in September were waiting for a job assignment -- primarily because they developed a more ambitious job-matching arrangement than they could manage, as will be discussed below. Denver experienced severe management strains, which were compounded by data processing problems, both managerial and technical.

A comparison of Tier I and Tier II projects shows that Tier II projects generally started at a much higher rate of assignment, and with few exceptions, were able to keep pace with enrollments. Thus, in March, 1978, the Tier I sites had assigned about 17 percent of those enrolled, while the Tier II sites had assigned about 54 percent of their enrollees. By September, as Table 24 indicates, six of the 10 Tier II sites had assigned over 80 percent of their total enrollees, while five of the seven Tier I sites had reached this level.

Table 25, which profiles the amount of time between enrollment and first day of paid work, indicates that all but two of the Tier I prime

Table 23

YOUTHS ENROLLED AND ASSIGNED TO JOB OR TRAINING IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY MONTH AND TIER

Item	1978 Cumulative							
	February	March	April	May	June	July	August	September
TOTAL TIER I								
Number Enrolled	4,058	11,775	15,146	20,851	27,508	29,685	31,230	33,195
Number Assigned	0	2,054	5,909	7,834	19,110	22,952	24,532	26,178
% Assigned of Enrolled Youths	0.0	17.4	39.0	37.6	69.5	77.3	78.6	78.9
TOTAL TIER II								
Number Enrolled	326	1,157	1,955	2,499	3,053	3,235	3,344	3,654
Number Assigned	0	630	1,338	1,934	2,479	2,772	2,940	3,228
% Assigned of Enrolled Youths	0.0	54.5	67.4	77.4	81.2	85.7	87.9	88.3
TOTAL DEMONSTRATION								
Number Enrolled	4,384	12,932	17,131	23,350	30,561	32,920	34,574	36,849
Number Assigned	0	2,684	7,247	9,768	21,589	25,724	27,472	29,406
% Assigned of Enrolled Youths	0.0	20.6	42.3	41.8	70.6	78.1	79.5	79.8

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: Due to later computer cutoff date allowing for the inclusion of more late forms, September enrollments in this table exceed the number shown in most other participant tables.

TABLE 23a

YOUTHS ENROLLED AND ASSIGNED TO JOB OR TRAINING IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY MONTH AND SITE

TIER I

Item	1978 Cumulative							
	February	March	April	May	June	July	August	September
Baltimore								
Number Enrolled	3,321	5,928	6,701	7,355	7,763	7,792	7,996	8,525
Number Assigned	0	2,065	4,148	4,321	5,792	6,386	6,696	7,029
% Assigned of Enrolled Youths	0.0	34.8	61.9	58.7	74.6	82.0	83.8	82.5
Boston								
Number Enrolled	1	2,653	3,343	4,018	4,611	4,902	5,150	5,485
Number Assigned	0	0	676	848	1,783	2,364	2,364	2,383
% Assigned of Enrolled Youths	0.0	0.0	202	21.1	38.7	48.2	45.9	43.4
Cincinnati								
Number Enrolled	35	613	1,189	1,665	2,255	2,559	2,675	2,817
Number Assigned	0	0	60	320	1,186	2,070	2,346	2,479
% Assigned of Enrolled Youths	0.0	0.0	5.0	19.2	52.6	80.9	87.7	88.0
Denver								
Number Enrolled	155	1,349	1,753	2,260	2,618	2,768	2,911	3,166
Number Assigned	0	0	558	937	1,842	2,062	2,065	2,374
% Assigned of Enrolled Youths	0.0	0.0	31.8	41.5	70.4	74.5	70.9	75.0
Detroit								
Number Enrolled	546	1,231	1,847	2,593	4,100	4,415	4,471	4,655
Number Assigned	0	0	217	609	2,779	3,268	3,520	3,680
% Assigned of Enrolled Youths	0.0	0.0	11.7	23.5	67.8	74.0	78.7	79.1
King-Snohomish								
Number Enrolled	0	1	161	650	1,797	2,221	2,610	2,686
Number Assigned	0	0	105	339	1,582	1,997	2,350	2,555
% Assigned of Enrolled Youths	0.0	0.0	65.2	52.2	88.0	89.9	90.0	95.1
Mississippi								
Number Enrolled	0	0	152	2,310	4,364	5,028	5,417	5,861
Number Assigned	0	0	145	460	4,146	4,805	5,191	5,678
% Assigned of Enrolled Youths	0.0	0.0	95.4	19.9	95.0	95.6	95.8	96.9

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: Due to later computer cutoff date allowing for the inclusion of more late forms, September enrollments in this table exceed the number shown in most other participant tables.

TABLE 23b

YOUTHS ENROLLED AND ASSIGNED TO JOB OR TRAINING IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY MONTH AND SITE

TIER II

Item	1978 Cumulative							
	February	March	April	May	June	July	August	September
Alachua County								
Number Enrolled	0	105	110	174	210	229	237	250
Number Assigned	0	79	80	155	186	186	214	230
% Assigned of Enrolled Youths	0.0	75.2	72.7	89.1	88.6	81.2	90.3	92.0
Albuquerque								
Number Enrolled	74	251	347	393	439	443	443	533
Number Assigned	0	217	309	356	430	438	437	520
% Assigned of Enrolled Youths	0.0	86.5	89.0	90.6	97.9	98.9	98.6	97.6
Berkeley								
Number Enrolled	0	102	336	418	539	599	624	651
Number Assigned	0	0	105	279	327	403	457	479
% Assigned of Enrolled Youths	0.0	0.0	31.3	66.7	60.7	67.3	73.2	73.6
Dayton								
Number Enrolled	0	0	7	44	46	46	49	52
Number Assigned	0	0	0	23	45	45	48	51
% Assigned of Enrolled Youths	0.0	0.0	0.0	52.3	97.8	97.8	98.0	98.1
Hillsborough								
Number Enrolled	0	0	13	62	100	110	122	129
Number Assigned	0	0	0	29	75	96	108	119
% Assigned of Enrolled Youths	0.0	0.0	0.0	46.8	75.0	87.3	88.5	92.2
Monterey								
Number Enrolled	0	0	65	125	170	179	185	198
Number Assigned	0	0	6	83	130	148	155	163
% Assigned of Enrolled Youths	0.0	0.0	9.2	66.4	76.5	82.7	83.8	82.3
New York								
Number Enrolled	0	59	149	223	399	402	431	479
Number Assigned	0	12	112	177	257	373	396	446
% Assigned of Enrolled Youths	0.0	20.3	75.2	79.4	64.4	92.8	90.5	93.1
Philadelphia								
Number Enrolled	0	0	135	176	207	247	249	249
Number Assigned	0	0	134	173	201	201	212	236
% Assigned of Enrolled Youths	0.0	0.0	99.3	98.3	97.1	81.4	85.1	94.8
Steuben County								
Number Enrolled	0	31	84	93	99	109	116	146
Number Assigned	0	17	60	74	75	84	90	128
% Assigned of Enrolled Youths	0.0	54.8	71.4	79.6	75.8	77.1	77.6	87.7
Syracuse								
Number Enrolled	252	609	739	791	844	871	888	967
Number Assigned	0	305	532	585	753	798	829	856
% Assigned of Enrolled Youths	0.0	50.1	72.0	74.0	89.2	91.6	93.4	88.5

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: Due to later computer cutoff date allowing for the inclusion of more late forms, September enrollments in this table exceed the number shown in most other participant tables.

TABLE 24

STATUS OF YOUTHS STILL ENROLLED IN THE YOUTH ENTITLEMENT DEMONSTRATION AT THE END OF SEPTEMBER 1978, BY SITE

Site	Youths Still Enrolled in Program	Percentage Distribution of Youths by Status			
		Pending Initial Assignment	Assigned to Job or Training	On Hold[a]	Total
TIER I					
Baltimore	7,396	17.3	82.6	0.1	100.0
Boston	4,878	34.1	65.8	0.1	100.0
Cincinnati	2,504	13.1	82.9	4.0	100.0
Denver	2,144	24.2	59.1	16.7	100.0
Detroit	4,103	18.7	81.3	0.0	100.0
King-Snohomish	1,916	4.1	91.0	4.9	100.0
Mississippi	4,631	2.0	88.2	9.8	100.0
TOTAL TIER I	27,572	17.2	79.2	3.7	100.0
TIER II					
Alachua County	151	13.2	78.8	7.9	100.0
Albuquerque	332	3.9	93.4	2.7	100.0
Berkeley	562	24.9	75.1	0.0	100.0
Dayton	41	2.4	97.6	0.0	100.0
Hillsborough	100	9.0	88.0	3.0	100.0
Monterey	150	16.0	66.7	17.3	100.0
New York	411	6.6	91.7	1.7	100.0
Philadelphia	145	7.6	92.4	0.0	100.0
Steuben County	109	9.2	89.0	1.8	100.0
Syracuse	574	17.9	77.0	5.1	100.0
TOTAL TIER II	2,575	13.9	82.7	3.4	100.0
TOTAL DEMONSTRATION	30,147	16.8	79.5	3.7	100.0

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths who were enrolled in the 17 sites of the Youth Entitlement Demonstration during the period from February through September 1978 and who were not terminated as of the end of September.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]"On-Hold" youths are awaiting either re-assignment or termination.

Table 25

NUMBER OF DAYS ELAPSED BETWEEN ENROLLMENT AND INITIAL ASSIGNMENT TO JOB OR TRAINING OF YOUTHS ENROLLED IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY SITE

Site	Total Youths Enrolled	Total Youths Assigned	Percentage Distribution of Youths Assigned by Days Elapsed						
			7	8-14	15-21	22-28	29-56	Over 56	Total
TIER I									
Baltimore	8,518	7,617	4.6	4.6	10.2	27.1	47.0	6.5	100.0
Boston	5,451	4,051	0.7	0.5	1.0	7.5	30.8	59.5	100.0
Cincinnati	2,814	2,707	0.9	4.5	9.1	11.9	35.1	38.5	100.0
Denver	3,170	2,563	10.4	13.0	10.4	8.9	32.1	25.2	100.0
Detroit	4,652	3,910	17.8	11.3	11.8	8.6	23.8	26.7	100.0
King-Snohomish	2,686	2,608	70.9	12.3	9.0	2.4	4.6	0.8	100.0
Mississippi	5,843	5,803	86.0	6.4	3.6	1.8	1.4	0.8	100.0
TOTAL TIER I	33,134	29,259	28.1	6.7	7.6	11.7	26.4	19.5	100.0
TIER II									
Alachua County	250	243	20.6	48.2	21.4	1.6	1.2	7.0	100.0
Albuquerque	533	530	50.8	17.5	23.6	4.7	1.3	2.1	100.0
Berkeley	628	524	6.7	7.8	22.7	20.8	32.1	9.9	100.0
Dayton	52	52	32.7	23.1	11.5	13.5	17.3	1.9	100.0
Hillsborough	128	128	14.0	21.7	16.3	20.9	21.7	5.4	100.0
Monterey	198	171	33.3	21.1	14.0	8.8	17.0	5.8	100.0
New York	477	466	32.8	20.2	26.6	10.1	9.7	0.6	100.0
Philadelphia	249	240	98.4	0.4	0.4	0.4	0.4	0.0	100.0
Steuben County	146	133	75.9	8.3	1.5	2.3	1.5	10.5	100.0
Syracuse	966	936	8.8	8.5	11.1	15.9	33.8	21.8	100.0
TOTAL TIER II	3,627	3,423	29.7	15.0	16.9	11.3	17.8	9.3	100.0
TOTAL DEMONSTRATION	36,761	32,682	28.2	7.6	8.6	11.7	25.2	18.4	100.0

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: "Total Youths Assigned" includes all youth enrolled through September 1978 who were assigned through the end of December 1978.

sponsors took over a month to assign enrollees. Boston's assignment delays were inordinately long, with nearly 60 percent of enrollees not assigned in less than eight weeks. At the Tier II projects, over 60 percent of new enrollees were at work in three weeks or less.

Both the long delays and the relatively high number of youths "on hold" and "pending assignment" reflect the major organizational challenge which the prime sponsors faced in the start-up months, or at the point in the program flow when all the administrative and substantive problems converged. It was here that the absence of much time for solid planning and preparation was felt most keenly.

Those sites that could fall back on established units, or that had experience with centralized intake, assignment, and job development processes, fared somewhat better. These included Baltimore and Syracuse. Job assignment also worked somewhat more smoothly in King-Snohomish and Mississippi which, as discussed earlier, took longer to prepare for program operation, and had slower enrollment growth in the early months.

More start-up difficulty was faced by prime sponsors without the experience of centralized intake, and with more typical CETA arrangements for subcontracting program operations without tracking clients through central data systems. This was the case in Denver, which continued to have problems into 1979. Detroit, where the school system took on the management of Entitlement, experienced severe problems in coordinating enrollment and assignment by the schools with the prime sponsor's central record-keeping and participant-tracking.

The many clearance and processing points involved coordinating both internal units and contractors. Typical problems were forms lost

in their distribution among the multiple units involved -- recruiters, fiscal staff, MIS, job-matching units, and educational assessment staff for out-of-school youth. Often incomplete or erroneous forms were returned by MIS editors or payroll units to their point of origin for correction or completion and then left to languish as staff tried to keep up with the flow of documents for new enrollees. The same occurred with transfers from first assignments of youths who were either dissatisfied with their jobs or found that when they reported for work, the job was for some reason no longer available. Requests for new assignments further complicated existent problems and often these youths waited lengthy periods for reassignment, if they were reassigned at all.

In some sites, large new staffs were, in retrospect, insufficiently trained for these complex tasks. In Boston and Baltimore, over 200 staff were hired with CETA Public Service Employment (PSE) funds to serve as counselors to Entitlement youths and to carry out a myriad of tasks. During the initial stages of program operation, many were assigned to the enrollment, certification, and processing of enrollees, and found themselves overwhelmed by the project's procedural demands. Staff problems of this type also occurred in the Denver project, and were exacerbated by management turnover.

Coordination with work sponsors also constrained rapid job assignment. Prime sponsors that developed job banks in late 1977 now had to recontact potential sponsors with specific assignment dates and numbers of youths to assign. Where the unit handling job solicitation was not also responsible for subsequent job assignment, the process of contacting work sponsors was also constrained, as in Boston, Denver, and Detroit.

More substantive problems also contributed to delays and confusion in job assignment; accessibility of jobs by public transportation was a major constraint. In some large cities, the wholesale effort to create worksite commitments did not include screening for accessibility. Many of the private-sector jobs initially developed in Denver and Baltimore required participants to commute out of the central city to the suburban ring for jobs in manufacturing and in shopping centers. Even where bus routes were available, travel time made the job offer appear less attractive and in some cases made it difficult for a participant to work the minimum ten hours per week.

Geographic matching problems in Detroit and Cincinnati arose from the way in which job assignment was structured in the field. The public schools distributed public-sector job assignments to schools for assignment to youths residing in their designated area. But these jobs were not always located close to the participants' homes.

Geography was a more intractable problem for the rural areas. Lack of a public transportation system in Mississippi was a major problem for rural youths. Transportation arrangements were being developed in late 1978 to address this problem. In the rural section of Alachua County, job development was a geographic problem. Finding an adequate supply of accessible jobs was constrained by the limited number of employers, public or private. Jobs were available in Gainesville, 25 miles away, and many youths had to make arrangements to commute.

The year-round nature of Entitlement, and the requirement that youths be guaranteed at least 10 hours work during the school year, led to some scheduling problems with participants' school hours. Since

Entitlement began late in the spring term at most programs, the school scheduling issue did not arise on a large scale until the fall. Early enrollment pressures tended to distract prime sponsors from addressing the issue until the summer, too late to adjust fall class schedules for participants. Furthermore, school systems in most cities were not inclined to bend their class schedules to accommodate Entitlement participants.

Fixed school hours ran up against five o'clock closing hours at many public agencies and private companies, leading some prime sponsors to seek weekend hours for participants. The number of participants affected by transportation and school-work scheduling problems will be determined through the impact analysis survey of eligible youths in 1979.

Boston ran into problems when its staff sought to develop job-matching procedures that took into account more than the bare minimum of job accessibility and hours. A new youth program administration was dedicated to providing good work experience that matched the skills and career interests of enrollees. An elaborate job-matching procedure was developed, and enrollees were offered a choice of worksites to meet their interests and preferences. Unfortunately, the job development process had preceded this job-matching effort, and was not designed to provide the range of job choices needed to meet the demand. As a consequence, hundreds of youths either were left in limbo pending development of the right job, or requested transfers when the job they started was not what they had been led to expect. The prime sponsor did not develop an adequate procedure to activate job development or to process transfer requests, so these youths' files were put aside. Many were

not re-contacted by the program for months; some not at all.

The smaller scale at Tier II programs permitted several to design and implement a more sophisticated interest and skill assessment procedure, and to develop jobs which took those factors into account. Hillsborough, for example, attempted to match youths based on their preference, skills, and long-range career interests, as determined in individual interviews with counselors. After enrollment, each participant went through a special short-term program with the acronym COATES, which combined a sophisticated, in-depth assessment of vocational interests and work attitudes with exercises designed to build constructive work attitudes and to simulate job experiences. Job development proceeded in many instances on a case-by-case basis, a hidden benefit of the relatively low enrollment levels in Hillsborough.

These difficulties, experienced to some extent at all the Tier I programs, had the unfortunate result that many enrolled youths simply languished, with their files lost somewhere in data systems. Some lost interest permanently, and gave up or sought other employment. Others re-enrolled, and the consequent no-shows and duplicates further clogged the data system. Of more serious, long-term consequence may have been the poor reputation for job delivery that some projects acquired among potential participants. If, as noted earlier, friends are an important source of referral for these projects, then negative reports passed by word of mouth may deter eligibles from bothering to apply. The follow-up wave of survey interviews with eligible youths in four of the Tier I areas will seek to determine the extent to which early job assignment foul-ups may have discouraged new enrollees.

Ongoing Job Development: Tracking Work Sponsors.

The relatively long period of enrollment in Entitlement, compared to earlier work experience models, meant that prime sponsors had to develop the capacity to replace work sponsors who ceased to participate and to fill slots left vacant by youths who terminated. This began to surface as an issue in late summer and during the transition to part-time work schedules in the fall. Acclimating work sponsors to the first transition from spring to summer was not a problem, primarily because most enrollees and work sponsors did not come on board until the summer. Where work sponsors had to expand participant hours to full time, they encountered few problems, since the great majority had sponsored full-time summer youths in prior years.

Attrition of work sponsors during the early months began to surface in the summer and was accentuated during the summer-to-fall transition. Over one-fifth of participant sponsors during the March to September period ceased to employ youths during that period, with one-half of them "dropping out" at the end of the summer (Tables 26 and 27 indicate the month-to-month pattern of sponsor buildup and attrition). Most "drop-out" work sponsors employed only one or two youths, with the youths completing a summer Entitlement after spring graduation or walking away from the worksite and leaving the program.

The Tier I prime sponsors generally did not have procedures for refilling work slots when they were vacated by youth transfers or terminations. This was indicative of a larger problem: the large sponsors generally did not have a procedure for tracking assignments to sponsors against positions promised in the original job pool. Reports from

TABLE 26

NUMBER OF NEW WORK SPONSORS IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY STARTING MONTH OF PARTICIPATION AND SITE

Site	Total Work Sponsors[a]	Percentage Distribution of Work Sponsors, by Starting Month of Participation							
		March 1978	April 1978	May 1978	June 1978	July 1978	August 1978	September 1978	Total
TIER I									
Baltimore[b]	371	17.5	27.8	25.9	11.3	15.4	2.2		100.0
Boston	640		33.4	10.3	16.4	10.0	22.2	7.0	100.0
Cincinnati	463		1.1	19.4	35.0	29.2	10.4	5.0	100.0
Denver	606	1.5	22.8	28.2	27.4	8.6	5.4	6.1	100.0
Detroit[c]	505		13.7	27.1	39.4	14.9	5.0		100.0
King-Snohomish	481		10.1	14.6	36.2	23.9	9.8	5.4	100.0
Mississippi	724		6.5	31.2	19.9	11.0	8.8	22.5	100.0
TOTAL TIER I	3,790	2.0	16.5	22.6	26.2	15.4	9.7	7.8	100.0
TIER II									
Alachua County	30	20.0	20.0	.0	16.7	16.7	26.7	.0	100.0
Albuquerque	20	35.0	15.0	15.0	15.0	.0	.0	20.0	100.0
Berkeley	90		23.3	16.7	15.5	27.8	15.5	1.1	100.0
Dayton	13			53.8	15.4	.0	7.7	23.1	100.0
Hillsborough	59			23.7	27.1	35.6	10.2	3.4	100.0
Monterey	105		3.8	40.0	30.5	20.0	2.9	2.9	100.0
New York	107		24.3	13.1	13.1	24.3	12.1	13.1	100.0
Philadelphia	88		23.9	35.2	7.9	18.2	11.3	3.4	100.0
Steuben County	6		33.3	.0	.0	16.7	16.7	33.3	100.0
Syracuse	170	41.2	25.9	7.1	4.7	11.8	9.4	.0	100.0
TOTAL TIER II	688	12.1	18.5	20.1	14.7	19.6	10.5	4.7	100.0
TOTAL DEMONSTRATION	4,478	3.5	16.8	22.2	24.4	16.0	9.8	7.3	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a]A work sponsor is an organization/company/agency where youth are placed (employed) while in the Youth Entitlement Demonstration. Specific sponsor delineations are determined by each individual Entitlement program. For example, in one site, the "Public School System" could be the sponsor, while in another, each school could be defined as a separate sponsor.

[b]Since the Baltimore program had a "break" in September, the data cover only through August.

[c]Since the Detroit program had no activity in September, the data cover only through August.

TABLE 27

NUMBER OF WORK SPONSORS DROPPING OUT OF THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH SEPTEMBER 1978, BY LAST MONTH OF PARTICIPATION AND SITE

Site	Total Work Sponsors[a]	Total Sponsors Dropping Out	Percentage Distribution of Sponsors Dropping Out, By Last Month of Participation[b]						
			March 1978	April 1978	May 1978	June 1978	July 1978	August 1978	Total
TIER I									
Baltimore	371	61	1.6	9.8	18.0	37.7	32.8		100.0
Boston	640	97		.0	.0	5.1	54.6	40.2	100.0
Cincinnati	463	77		.0	6.5	13.0	22.0	58.4	100.0
Denver	606	198	.0	2.0	8.0	18.2	16.7	55.0	100.0
Detroit	505	33		.0	.0	24.2	75.8		100.0
King-Snohomish	481	136		.0	1.5	5.9	10.3	82.3	100.0
Mississippi	724	105		.0	3.8	6.7	25.7	63.8	100.0
TOTAL TIER I	3,790	707	.1	1.4	5.4	13.7	26.7	52.6	100.0
TIER II									
Alachua County	30	9	.0	.0	.0	11.1	22.2	66.7	100.0
Albuquerque	20	5	.0	20.0	20.0	40.0	20.0	.0	100.0
Berkeley	90	20		.0	15.0	.0	40.0	45.0	100.0
Dayton	13	1			.0	.0	.0	100.0	100.0
Hillsborough	59	15			.0	6.7	60.0	33.3	100.0
Monterey	105	24		.0	4.2	45.8	33.3	16.7	100.0
New York	107	24		8.3	.0	20.8	8.3	62.5	100.0
Philadelphia	88	29		3.4	.0	13.8	31.0	51.7	100.0
Steuben County	6	2			.0	50.0	.0	50.0	100.0
Syracuse	170	72	1.4	4.2	8.3	8.3	8.3	69.4	100.0
TOTAL TIER II	688	201	.5	3.5	5.5	15.4	22.4	52.7	100.0
TOTAL DEMONSTRATION	4,478	908	.2	1.9	5.4	14.1	25.8	52.6	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all recorded job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March through September 1978.

[a]A work sponsor is an organization/company/agency where youth are placed (employed) while in the Youth Entitlement Demonstration. Specific sponsor delineations are determined by each individual Entitlement program. For example, in one site, the "Public School System" could be the sponsor, while in another, each school could be defined as a separate sponsor.

[b]A sponsor is considered to be "dropping out" in August if there were no youth working there during September. For all prior months, a sponsor is considered to be a "drop out" if there were no youth working there in any succeeding month through September. (The cutoff month for Baltimore and Detroit is August, since both programs had a break during September.)

every Tier I site indicated many work sponsors who were assigned fewer youths than they had expected, who waited for months to get youths assigned, and who had problems getting a prime sponsor's attention in matters of discipline or other problems involving assigned participants.

Tier II prime sponsors generally did not have problems developing a communication link with work sponsors, primarily because the smaller number of work sponsors permitted prime sponsor staff to adapt more easily to the necessity for continuous job development and liaison. The average number of work sponsors at the Tier II sites over the March-September period was less than 70; at Tier I sites it was nearly 550.

Monitoring Worksites for Participant Attendance, Performance, and for Work Quality.

Not only did Entitlement require coordination with many actors in the job development and assignment process, but it required development of standards for participant attendance and performance at the worksite. In addition, the program regulations made explicit reference to the quality of supervision and work structure. These conditions required the prime sponsor to develop participant standards and communicate them to participants and worksite supervisors. In addition, sponsors had to develop provisions for the monitoring of worksite quality.

Program monitoring is generally regarded as standard operating procedure for manpower programs, but monitoring at the level of worksites (as compared perhaps to monitoring major service deliverers) has not been emphasized by prime sponsors. The 1978 CETA amendments, which require prime sponsors to develop formal monitoring procedures, indicate Congressional concern about the quality of CETA monitoring efforts

nationwide.

The worksite attendance standards that prime sponsors developed, varied greatly, ranging from termination for three days of unexcused absence in Mississippi to a complex series of warning and probationary periods triggered by absenteeism rates of over 20 percent in Cincinnati. While attendance standards could be specified concretely, performance criteria were much more difficult to define. The common theme was termination for very serious behavior problems and criminal behavior.

The enforcement of participant standards lay, in the first instance, with the work sponsor supervisor. To ensure uniformity, prime sponsors developed procedures and allocated staff to instruct worksite supervisors on standards and to ensure that standards were being uniformly enforced. Similarly, monitoring procedures and staff were created to assess the quality of the work experience provided.

Tier II programs in general were able to develop and implement such participant and worksite monitoring procedures more quickly than the Tier I programs. At the large programs, attention to numbers in the first few months tended to take precedence over enforcement of quality standards. Monitoring staffs and procedures were not established until later. Furthermore, the number of staff available to monitor participant or worksite performance (as distinguished from visiting worksites to pick up timecards) was small for the number of worksites in Tier I.

The large number of "counselor" or "job coach" staff (200 to 300 at sites such as Baltimore, Boston, and Denver) do not reflect monitoring capacity, since these individuals were primarily involved in short

visits for purposes of payroll and timecard issues. Furthermore, these staffs were usually oriented toward counseling youths more than toward ensuring that participant standards were enforced. At several of the Tier I sites, job coaches were hired for Entitlement, with little or no background in program operations. In Denver, Baltimore, and Boston, unemployed individuals were hired on CETA PSE lines to fill job coach positions. The administrative burden of training and managing these staffs made it difficult to utilize them for program monitoring.

Other major staff units that monitored worksites were part of central field operations units. Their tasks were specifically to monitor for worksite quality and adherence to standards. Their caseloads were very large. In Boston, there were eight staff members to monitor over 600 worksites. Their target of 40 worksites visited each week limited them to visits less than quarterly, at best, and they were not approaching the goal of 40 at the end of 1978.

The monitoring of participants and sponsors was regarded as a particularly delicate matter for private-sector work sponsors by several Entitlement staffs. This was consistent with the "kid gloves" attitude with which prime sponsors approached the private sector. Where intermediary business organizations had a subcontract to develop private-sector jobs, they also sought to be the clearance point for visits to private sponsors, preferring to conduct site visits themselves. The very concern prime sponsors expressed about overburdening private employers with excess paperwork and intrusions, tended to make many sponsor staffs somewhat gun-shy about tight monitoring and standards enforcement. However, those prime sponsor staffs that chose to take an

active role with private companies did not experience very much resistance or complaint.

Greater attention was paid to worksite monitoring at most Tier I programs toward the end of 1978, after the initial enrollment effort had peaked. Monitoring guidelines were developed and in place at all the programs except Denver and Detroit, and staff training was at least being planned.

The extent to which actions were taken against participant performance or worksite quality criteria varied across the sites. Overall, nearly 10 percent of the 6,648 participant terminations through September, 1978, were for either unsatisfactory participant attendance or performance at the worksite. Tier II sites terminated participants for these reasons at twice the rate of Tier I sites, apparently resulting from the closer attention smaller sites could pay to substantive program issues.

Terminations of work sponsors for operating poor quality worksites are more difficult to discern. As mentioned earlier, 20 percent of worksites operating during the first months, ceased to employ youths during that period. Some of these were, in effect, terminations by the prime sponsor, but rarely by official action. With the large numbers of potential sponsors in the job pool, and the small numbers of youths assigned to most sponsors, the prime sponsor staff would drop a bad work setting by not refilling a vacant opening. In a few instances, particularly where unsafe working conditions were at issue, youths were transferred from the worksite, and no replacements sent.

CHAPTER V

THE ROLE OF SCHOOLING IN ENTITLEMENT

The link between work and education is central to the Youth Incentive Entitlement since the purpose of Entitlement is to provide an incentive to increased high school participation. A major goal is the completion of school by students who might otherwise drop out, and the return of those who already have, thus leading to longer-term employment and higher earnings.

This section of the report examines how schools are complying with requirements of the Youth Act; how they are using, or have adapted, existing educational policies and programs to fit the needs of the legislation and the Entitlement youths; and finally, whether they are developing new programs flexible enough to provide appropriate educational skills and varied enough to attract and motivate Entitlement-eligible youths, particularly those who have dropped out of school.

Attendance and Performance Standards.

The Youth Act broadly stated that schooling must be provided to participants, specifying only that they be enrolled "in a secondary school for the purpose of acquiring a high school diploma or in a program leading to a certificate of high school equivalency," and that these schools or programs could include public and nonprofit educational agencies, and vocational and post-secondary educational institutions offering high school equivalency programs. This general definition of eligible school programs remained unchanged in the guidelines. But the importance

of schooling was emphasized by the requirement that prime sponsor proposals include a full description of agencies that would provide schooling, and their commitments to the proposed project. The law also stated that Entitlement youths must, while participating in the program, meet minimum academic and attendance standards. Prime sponsors were to be held responsible for seeing that standards were set and enforced.

The Youth Act contained no nationwide specifications of school standards, in recognition of the fact that conditions would vary considerably by locality. Prime sponsors, therefore, had to negotiate individually with the schools on the standard-setting process. Prime sponsors apparently had expected that clear-cut school standards already existed for the general student body, and that these could, perhaps with slight modifications, serve for Entitlement. This, however, was not necessarily the case; many schools had no firm regulations covering attendance and academic performance. Problems were normally handled on an individual basis between pupil, guidance counselor, and faculty. The requirement in the guidelines that compliance with Entitlement standards must be verified monthly, in writing, further complicated the problem.

Public school systems were reluctant to establish standards for performance and attendance that mandated suspension or expulsion from Entitlement. Most schools tend to view schooling as an "entitlement": it should be provided to any student enrolled, barring severe behavior problems. In addition, educators and counselors prefer to deal with individual student problems flexibly, on a case-by-case basis. Lastly, because most public school systems receive state reimbursement on a per-

pupil-enrolled basis, there is a reluctance to reduce enrollments through the use of set standards. Schools were, nevertheless, required to comply with Entitlement regulations by establishing standards that met with the approval of the local prime sponsor. Some standards were in place at the beginning of the demonstration. But in a number of sites, most notably Detroit and King-Snohomish, which covered 31 separate school districts, there were delays. After lengthy negotiations between prime sponsors and schools, standards of varying specifications and severity had been established at all Tier I and Tier II sites by September. Tables 28 and 28a record the individual requirements.

Particular difficulties were encountered in establishing standards for alternative education programs and programs leading to equivalency diplomas (GED). Such programs are characterized by flexibility in grading and a concern for individual progress. Grades are generally not used; rather, progress toward a degree is noted on a satisfactory/unsatisfactory basis. Attendance requirements are flexible as well; missing classes delays rather than forecloses earning a degree. Attendance standards were, however, designed and imposed, but prime sponsors had to accept the more general, non-grade, academic standards characteristic of these programs.

Monitoring and reporting on standards posed yet another problem for the schools. While schools were accustomed to recording attendance and grades for their own purposes, they were not used to collecting this information monthly as required by Entitlement. Methods of collecting attendance varied, but monthly reporting has not created major problems. However, reporting grades monthly was virtually impossible; grades are

TABLE 28

SCHOOL ACADEMIC AND ATTENDANCE STANDARDS IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES FOR 1978, BY SITE

TIER I

Site	School Standards	
	Academic	Attendance
BALTIMORE	H.S.: 60 average GED: satisfactory progress	H.S.: no more than 4 unexcused absences per month GED: (none recorded)
BOSTON	H.S.: passing grades GED: satisfactory progress	H.S.: 75% attendance GED: (none recorded)
CINCINNATI	H.S.: "D" average[a] GED: satisfactory progress	H.S.: no more than 25% unexcused absences GED: (none recorded)
DENVER	H.S.: satisfactory performance in at least 2 out of 3 subjects GED: satisfactory progress	H.S.: no more than 5 unexcused absences per semester GED: (none recorded)
DETROIT	H.S.: passing grades in 3 subjects GED: satisfactory progress	H.S.: no more than 5 unexcused absences per semester GED: (none recorded)
KING-SNOHOMISH	H.S.: passing grades in one subject ("D" average) GED: passing grades in 2 subjects	H.S.: no more than 5 consecutive absences or 7 total days in one quarter GED: (none recorded)
MISSISSIPPI	H.S.: passing at least 2 subjects (committee review of individual cases) GED: satisfactory progress	H.S.: (none recorded) GED: no more than 5 hours unexcused absences per month

SOURCE: Budget extension proposals for the 1979-80 Entitlement year.

NOTES: The standards shown are for the 1978-79 school year, and represent levels of performance and attendance required of youth in the Entitlement Demonstration. They do not necessarily correspond to the standards for satisfactory performance applicable to all school youth.

[a]A change to "C" grade average is under consideration in Cincinnati.

TABLE 28a

SCHOOL ACADEMIC AND ATTENDANCE STANDARDS IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES FOR 1978, BY SITE

TIER II

Site	School Standards	
	Academic	Attendance
ALACHUA COUNTY	H.S.: "D" in at least 4 classes GED: satisfactory progress	H.S.: Hawthorne: no more than 16 days absence per semester Eastside: no more than 6 days absence per grading period GED: (none recorded)
ALBUQUERQUE	H.S.: passing 3 subjects GED: satisfactory progress	H.S.: no more than 3 absences in a 6-week period GED: (none recorded)
BERKELEY	H.S.: "C" average GED: satisfactory progress	H.S.: more than 3 absences in a 6-week period results in a conference with counselor GED: (none recorded)
DAYTON	H.S.: passing 4 of 5 subjects GED: satisfactory progress	H.S.: 85% attendance GED: 75% attendance
HILLSBOROUGH	H.S.: (none recorded) GED: satisfactory progress	H.S.: absence from class requires that student not work that day GED: (none recorded)
MONTEREY	H.S.: passing 4 classes GED: satisfactory progress	H.S.: no more than 3 unexcused absences per semester GED: must attend at least 4 hours per week
NEW YORK	H.S.: 65% in at least 2 subjects GED: satisfactory progress	H.S.: no more than 5 consecutive unexcused absences; no more than 3 discrepancies between school and work attendance GED: (none recorded)
PHILADELPHIA	H.S.: "D" average GED: satisfactory progress	H.S.: no more than 8 unexcused absences per report period GED: (none recorded)
STEUBEN COUNTY	H.S.: consistent low grades are grounds for termination GED: satisfactory progress	H.S.: absence from school means absence from work GED: must attend at least 6 hours per week
SYRACUSE	H.S.: passing grades in 80% of courses GED: satisfactory progress	H.S.: 80% attendance GED: (none recorded)

SOURCE and NOTES: Refer to Table

still submitted by the term or marking period.

Reporting is now routine procedure, but enforcement is almost non-existent. In fact, the only site that can be said to have come close to enforcing Entitlement schooling standards is Baltimore, which pursued long-standing policy. The school system has always had strict rules and a centralized system for tracking student compliance.

Through September, 1978, there were few terminations from the Entitlement program because of poor school performance and/or attendance: one percent overall, Baltimore 5.5 percent. These statistics and reports from the sites indicate that, even when Entitlement schooling standards are enforced, youths are given ample opportunity to mend their ways. Usually there is either a formal probationary period during which youths are counseled, or an informal period when counselors and others try to help youths who are failing to meet standards. Thus, failure to meet school standards only rarely, if ever, has meant termination from Entitlement.

The whole problem of setting and enforcing standards has raised a question central to Entitlement: must actual <u>progress</u> be made toward graduation or securing a diploma? Is progress just remaining in or returning to school or is it tied to <u>quality</u> of education? Should sites have standards that do more than merely keep youths in school with barely passing grades? It is unclear to those who carry out the programs what the intent of the law is on these questions which some of the sites are currently raising. Cincinnati, for example, is attempting to raise the minimum academic standard for Entitlement participation from a D to C, and Berkeley already has that requirement. The question still remains,

however: what is the policy intention, and if it is on "quality of progress," can a manpower program insist on this, or hope to accomplish it? Indeed, should a manpower program be responsible at all for academic standards and their enforcement? Future research reports will address this issue in more detail.

Prime Sponsor-School Relationships.

Many schools in Entitlement areas welcomed the Youth Entitlement Program; at least they voiced cooperation. The schools served a large disadvantaged youth population, and most had had experience with youth programs other than Entitlement. Some, like those in Boston and King-Snohomish, already had flexible class scheduling to allow youths time off from school to work. Almost all had some involvement with GED or alternative education programs in their communities, although the extent of their involvement and the number of actual programs varied widely by site. There were, however, some real barriers to cooperation with prime sponsors, barriers that created delays in the implementation of changes, adaptations, and innovative programming.

Perhaps the most forceful and difficult schooling problem Entitlement faced was the fact that the institutional organization of prime sponsors and schools are vastly dissimilar. Schools have cumbersome systems that tolerate slow progress and change. Prime sponsors, on the other hand, want fast changes; they are used to dealing more quickly with problems at hand. But school systems are highly decentralized, with authority dispersed to district superintendents, principals, and programmatic department heads; decision-making on policy and program implementa-

tion is not centralized, and varies from school to school, district to district. In Boston, Mississippi, and probably elsewhere, each school is still a fiefdom; prime sponsors often had to negotiate with many different parties to implement even the smallest change in procedure.

To further complicate matters, relationships between local manpower and educational agencies are neither historical nor strong. They do not understand each other and are not used to trying. Entitlement demands close cooperation, and in sites such as Detroit, Denver, and Cincinnati, poor coordination and administrative difficulties have led to troubled relationships and little progress in adjusting school procedures to Entitlement. In some sites, Baltimore among them, many youths dropped out of Entitlement in discouragement when their schools refused to adjust class schedules to allow youths to work.

On the more positive side, in Boston, the relationship between the prime sponsor, central school administration, and individual schools continues to go smoothly. This has resulted from the CETA staff's familiarity with the social and political mores of the city as a whole, and of the neighborhoods feeding individual schools. It has also occurred, in large part, because through individual contacts and the careful nurturing of personal relationships the prime sponsor's staff has been able to negotiate informally and effectively through the bureaucratic system. Changes cannot be implemented on a citywide basis, but they are parlayed individually, school by school, and then adopted on a larger scale. Boston's experience has lessons for all sites: if the prime sponsor expects cooperation from the schools, it must acknowledge and respect their constraints.

Scheduling School and Work.

In spite of these basic problems that impeded the schools' adaptation to Entitlement, there are two areas in which schools could make real contributions to the program. One of the most obvious of these was flexible scheduling of classes for students so they could attend jobs; another involves academic credit awarded to youths for Entitlement employment. Both of these areas were not without problems for the schools. Flexible scheduling is difficult to implement without adequate planning time, accurate estimates of participants, and additional funds for teachers' salaries in case overtime work is required. Moreover, academic credit is usually governed by strict state requirements of time spent in school. It should also be kept in mind that all schools were well into their spring, 1978 term when Entitlement began; many schools could contemplate few changes until fall.

Tier II sites generally did not experience the magnitude of difficulty of Tier I in schooling. With smaller numbers of enrollees, it was easier to resolve such issues as flexible scheduling and to prevent most administrative confusion. Participants could also benefit from more individual attention and comprehensive services. The discussion that follows, therefore, concentrates on the Tier I sites.

Baltimore and Boston provide the strongest contrast in approaches to flexible scheduling among the Tier I sites. Boston, before Entitlement, operated a flexible scheduling plan for students who had jobs. This program, called "Flexible Campus," was expanded under Entitlement: youths could arrange classes to fit with job hours. In Baltimore, on the other hand, flexible scheduling was an issue around which the Mayor's

Office of Manpower Resources (MOMR, the prime sponsor) has struggled with the Baltimore City Public Schools throughout the tenure of Entitlement. Youths were assigned to jobs on the assumption that early release could be negotiated with the enrollee's school. It was discovered after the fact that public school principals were insistent on a complete day's education for students and would not consent to any exceptions, even for the final period of the day. In the resulting turmoil, hundreds of youths were unable to work sufficient hours. MOMR persisted, and the issue of school flexibility came up again in July. MOMR was advised by the schools' administrative staffs that again it was too late; schedules for the fall had been established in June and could not be changed for the fall of 1979. The prime sponsor is still forced to place students in jobs that fit their pre-existing school schedules, with the Baltimore public schools only now beginning to make individual exceptions. MOMR has made an exceptional effort to obtain school cooperation on scheduling.

The other sites vary in their performance on flexible scheduling; none reached the extremes noted for Boston and Baltimore. Most schools can be characterized as willing but impotent, locked into schedules or policies they found hard to change, because of problems in assigning teachers or filling a class to classroom size. As one school official said: "Shifting teachers and classes to try to satisfy each student's scheduling problem is just impossible. The schools are also full of other students who are not in Entitlement. Is it fair to them?"

Denver had no firm policy, but tried to accommodate students, school by school, case by case. Cincinnati set term policies in March that could not be changed for the entire school year, but they tried to

arrange agreements with subcontractors, again case by case. In Detroit, also saddled with an established policy for the school year, the administration did attempt to re-work schedules so that at least some students could be released early, beginning in September. Students who have completed a majority of their required classes (mostly seniors) were allowed free time in the afternoons. In the rural areas of King-Snohomish and, in particular, Mississippi, scheduling was further complicated by the fact that jobsites often were not near the schools, and extra time had to be allowed for transportation. Both systems have made allowances, however; in King-Snohomish, juniors and seniors with extra study hours were allowed to leave early.

Academic Credit for Entitlement Work.

In the area of academic credit, Entitlement programs have had limited success, although many sites have attempted to utilize the idea. State regulations are usually strict in allowing such credits, and a "back-to-basics" movement in education has influenced school systems. There is increasing sensitivity among school officials to "corruption of academic standards." School systems may also have been resistant to academic credit for Entitlement work because it interfered with their own school-sponsored academic work credit programs; many already were, in connection with their vocational training programs, building up their own relationships with employers.

Despite these drawbacks, there has been some sign of progress. Boston reported that the granting of academic credit for enrollees' work had been expanded and became more systematic under Entitlement. Students

received credit for working in hospitals or schools, and for participating in remedial tutorial programs. Some limited credit for work experience was also given in Baltimore; one-half of one academic credit was awarded for 132 hours experience if the youths worked steadily for a period of time. Denver was more generous, with five credit hours awarded for every 250 hours of work. King-Snohomish had policies that varied from district to district, while Cincinnati gave academic credit to the extent it met the standards established by individual schools.

A workable compromise has been reached in two Tier II sites, Berkeley and Albuquerque. The Albuquerque program offered one school course credit per semester to each youth in Entitlement who worked 240 hours a semester and participated in job readiness courses offered by school counselors. An additional credit was given for the summer component, which included the special course and full-time work. In Berkeley, the program offered 10 academic credits per semester for Entitlement participants who attended either the regular or alternative high school. Credit was arranged by the Entitlement school counselor and the regular school counselor, and was based on evaluation of the student's work performance. In each of these programs a well-established link between the local educational agency and the prime sponsor was the basis for facilitating school accreditation for work experience.

Manpower/Education Innovations.

Other innovative features attempted by Entitlement schools in both Tier I and Tier II sites related youths' work experience with classroom time. These efforts, which will be the subject of additional research, are set forth briefly in the following section.

- Courses in Vocational Exploration and Job Search Techniques. These courses encouraged youths to explore their own vocational/career options. Techniques such as values clarification, interest inventory, general aptitude, test batteries, and visiting employers and institutes were utilized. Job search workshops taught techniques of identifying marketable skills, locating potential employers and conducting interviews. Although these techniques were more often used in Tier II sites, several of the larger Tier I programs, such as Baltimore, King-Snohomish, Denver, Cincinnati, and Mississippi, offered vocational exploration/job search courses and workshops conducted by the school districts in the Entitlement area. Participation was on a voluntary basis, and in most cases no credit was offered.

- Worksite Rotation, Coupled with Vocational Exploration Courses. Giving youths exposure to a wide variety of real work as well as vocational experience in the classroom was a combination being utilized in a King-Snohomish program. Every two months, a youth was given an opportunity to transfer to a different worksite. As the student nears completion in the Entitlement program, each youth will receive job transition counseling and job search assistance, including such activities as simulated employment interviews and assistance in completing employment applications.

- Floating Teachers. The concept of the "floating" teacher has generated considerable response in the rural areas of the King-Snohomish program, where local schools do not routinely offer special vocational or remedial courses. The floating teachers traveled to different sites on a rotating basis. The teacher conducted individual and group tutor-

ing sessions covering the previous week's work, and left assignments to be completed for the next week.

- Skills Training Courses. These courses were geared to the student near completion of his or her GED or high school diploma program. Student interests and academic standards were considered, and program participation was voluntary. The majority of schools within the Entitlement areas made skills training available. Often the services were subcontracted to a vocational/technical school. Scheduling has been the main obstacle to utilizing this technique.

- Holding Classes in Community Colleges. Several sites have alternative education programs located in community colleges, and usually assign their older students to these classes, on the theory that many out-of-school students are more attracted to a college setting and once there, are more likely to develop a serious attitude toward education. The King-Snohomish and Baltimore Entitlement programs have utilized this concept and taken it a step further: not only was the student assigned to classes at a college, but his work assignment was located there. This gave the student a chance to be in a setting with peers as well as exposing him or her to a college environment. The student worked on a rotating basis in different departments within the college, including admissions, testing, and financial aid.

All of these institutional adaptions and changes lead in the right direction, but have been limited in the extent to which they have been used. There have been many reasons for this -- among them, inadequate planning time; lack of funds; strict state laws regarding educational requirements; and the regulations, standards, and research specifications

of Entitlement that all added to the problems of administration. The question still remains, however, as to how committed schools really are to the needs of the program, particularly in flexible scheduling and coordination between schooling and work experience components. With the initial stages of the program behind them, schools may now begin to take real steps toward becoming more than a passive partner in Entitlement. Many schools have reported their intention to make real progress toward policies of institutional change to link education and work in a meaningful way for Entitlement students. Future reports will record these attempts.

Out-of-School Youths and Alternative Education.

The manpower-educational linkage proposed in the Entitlement program, although applicable to both in-school and out-of-school youths, becomes a major, in fact, unavoidable program issue when considering out-of-school youths. By leaving school, they have indicated that the established way of doing things is inappropriate or at least unproductive, and their inclusion in Entitlement demands some creative manpower-education linkages. The pressure for such linkages, however, has not yet been present to the degree anticipated, primarily because of the low enrollment rates of out-of-school youths. This has been discussed in detail in Chapter III of this report. However, even in sites with substantial numbers of drop-outs enrolled, educational alternatives for returning out-of-school youths were limited in number and flexibility.

Entitlement sites reported that the vast majority of out-of-school youths who did indicate interest in Entitlement requested that they not

be placed in regular educational institutions. At the same time, public schools were reluctant to take drop-outs back into regular classes, feeling that their ages and attitudes were inappropriate to regular schooling. The limited alternatives available meant that this mutual desire could not always be satisfied. Mississippi, for example, had no existing alternative education centers in the Entitlement area prior to Entitlement; five have since been developed, and thus, Mississippi was just beginning to draw out-of-school youths in September, 1978. Other sites had existing alternative education options for out-of-school youths, but many had no, or limited, capacity to take in Entitlement youths, or had only limited flexibility to adjust to the work demands of Entitlement.

What sites have done to respond to this problem varies widely by city. Some sites, like Boston and Baltimore, saw program development for out-of-school youths as a critical need. They believed that the degree of disaffection felt by youths toward the school system was so profound that recruitment itself was impossible unless a whole range of attractive, non-traditional settings could be held out as an incentive. They have, therefore, made use of existing programs and have developed a variety of new programs through their own public school systems or by contract to other organizations. As an example of the kinds of programs offered, in Baltimore there are the following:

- Harbor City Learning, operated by the prime sponsor and the schools, has a four-year history. It enrolled 200 Entitlement youths; a two-week cycle of work was followed by two weeks of academics.
- Francis Woods is a regular public high school facility designed to

meet the needs of junior high and high school youths with reading skills below the fifth-grade level. The school was planned before Entitlement, but opened when the program began. Two hundred youths were enrolled. The school is run in two sessions: morning and afternoon.

- Extended Day was designed specifically for Entitlement, and is operated under the auspices of the public schools with funding from Entitlement. It is a vocational program with 600 slots for YIEPP enrollees who are returning drop-outs. The program is operated in four public high schools from three to seven in the evening with teachers from the regular vocational education staff. Courses are presented as vocational shops (upholstery repair, cooking, etc.) with remedial academics provided at the end of each session.

In addition, Baltimore created two new literacy training programs under Entitlement; Prep, which alternates classroom and work experience; three classes in a GED program for 200 slots; a GED program operating with the Community College of Baltimore with 180-200 Entitlement youths; and Plato, a fall, 1979 computerized reading program with 72 Entitlement slots.

Boston has an even wider variety of specialized programs and schools -- 45 of them -- for youths who need special attention. Included in that count are 10 new programs developed primarily for Entitlement: they have generated 360 funded slots. Serving a wide range of disadvantaged youths, the specialized programs include the following:

- Justice Resource Institute provides basic, remedial education for 30 court-acquainted or court-adjudicated females.
- El Centro offers specialized remedial education for functionally

illiterate Hispanic youths.

- Urban Roots is a GED educational program integrated with neighborhood community improvement activities. Sixty youths participate in three sites.
- Families and Friends provides tutorial services for 25 youths. It is run by a community-based prisoner-support group.
- Project Headway is a CBO-sponsored GED project for 50 youths.
- Project Have supplies literacy training to 60 youths.

Little has been accomplished by the public schools at most of the other Tier I sites, and most prime sponsors have contracted with CBOs to provide alternative education to drop-outs. Rural Mississippi and King-Snohomish, which also has some rural districts, reported that they have found the few alternative education programs helpful in recruiting youths. The public school systems in Detroit, Denver, and Cincinnati have developed almost nothing new, primarily because drop-outs have not been recruited in any number the existing programs could not handle. In fact, there have been numerous other problems to attend to in the running of Entitlement, and the whole area of innovative programming has not been one that most schools have addressed.

The sites have not been without problems in utilizing the alternative education programs they have. Boston found that many groups that operate alternative schools had little experience; they had trouble finding staff and even facilities for their programs. Some underestimated the money needed for such education, thus providing cut-rate education for the very youths who are least interested and need the most attention. Problems were compounded when these organizations committed themselves to

handling part or all of the recruitment; they often were ill-informed about eligibility criteria, and therefore came up short of goals. In Boston's Project YES, where providers are committed to do half the recruitment, intensive efforts resulted in just 10 to 15 youths a week; the programs are about 25 percent filled.

Another problem with drop-out youths and alternative education was that, too often, placement of youths at proper levels in the proper program was not taken into consideration. The youth's academic achievement, capability and needs were not determined. Baltimore made a real effort in this direction, placing older youths in community college GED courses and, in general, referring youths to alternative education based on their reading levels. This system may be mechanical, but at least it is a system; many sites have none. Often youths were placed in existing alternative education programs with no regard to the fit between the student's needs and the particular capacity of the provider. This mismatching also stemmed from the fact that there were not enough alternative schools to choose from at a particular site.

A major reason for this lack of innovative programming is budgetary. The Youth Act specified no new financial aid for new programs in the schools or for alternative education outside of them. The regulations did not encourage it, and if the schools did receive money, it was at the discretion of the prime sponsors. Some sites felt the restrictions of Proposition 13, and in all sites, school officials were unable to create new programs without more money.

Another reason for the lag in new programming is the persistent question: which comes first, drop-outs or alternative schooling? Schools

said they did not need to develop special programs because out-of-school youths were not there to fill them. On the other hand, prime sponsors said there were few out-of-school youths enrolled in Entitlement because the alternative programs were not there to attract them. This has been an issue both sides have used as an excuse for the relative difficulty in dealing with drop-outs.

Whether or not special programs and other supportive educational services will be an incentive for more youths to resume and continue schooling is the object of a special program of Entitlement educational enrichment grants recently authorized by the Office of Youth Programs of the Department of Labor. These grants to the demonstration test sites will be used primarily to "enrich" the basic job guarantee with needed educational support, particularly for drop-out youths. The enrichment grants will fund a number of programs and services to drop-outs, many of whom are behind their peers in grade level and find it difficult to return to school without special programs or support services. Results from the enriched programs will, perhaps, answer a question central to Entitlement: can a job guarantee alone attract youths to school and keep them there, or is more needed in the form of special efforts developed by prime sponsors and schools to induce disadvantaged youths to continue and complete their education?

CHAPTER VI

ENTITLEMENT COSTS

This chapter describes significant components in the cost of providing the Entitlement experience. The period covered is limited to the first nine months of operation, ending September 30, 1978 where costs were greatly influenced by early start-up effects, including enrollment build-up and problem-solving activities in program management. This report is therefore a preliminary analysis; inferences and conclusions drawn should be regarded as tentative.

It should be noted that the data presented in this chapter originated in the field where reports, developed and processed by MDRC, were completed and submitted by site program staff. These fiscal reports (Entitlement Combined Operating Reports) are submitted monthly. Timely and accurate fiscal reporting generally is known to be a problem throughout the CETA system, and has been experienced within the Entitlement Demonstration as well. The known problems have been limited to submission delays due to late invoicing by prime sponsor subcontractors, and to complexities introduced by a fiscal report format unique to the demonstration and unfamiliar to CETA staff. A constant disciplining of the fiscal reporting system is necessary, and periodic reviews are required to ensure reliable data.

Entitlement Unit Costs.

In the final cost analysis of Entitlement, cost-per-participant findings will be reported, and will provide the basis for extrapolating

the projected cost of Entitlement if expanded nationally or to specific target areas. With only nine months of program data available, it is impossible to present such unit costs in any meaningful way here. The constraints at this point are: (1) the average length of participation cannot be determined because of the limited period of analysis; (2) the period of analysis includes one-time costs associated with start-up activity; and (3) the costs of participation to date are biased upward by the high proportion of summer full-time work weeks in the period of analysis. Additional program time and data will permit the detailed and elaborate manipulation of wage, hour, and participant data necessary for the calculation of the cost-per-participant measure.

In another approach to estimating unit costs, analysis of existing data has led to the development of an average cost-per-participant-year for the demonstration and for each site. This measure represents the cost to the program of maintaining a participant in a fully active status for a calendar year. The demonstration average cost per participant year to date is $4,600 (Table 29), but there is a wide range of costs when sites are compared. Among Tier I sites, for example, it is more than twice as expensive -- based on program costs and participant work characteristics at this juncture -- to maintain a participant in an Entitlement job in Detroit as it is in Mississippi. In another comparison, Boston costs are nearly one and one-half times as high as those of Mississippi with nearly equivalent enrollments. Closer examination reveals that the critical program variables that

Table 29

Average Cost Per Participant-Year
in the Entitlement Demonstration
Extrapolated from Data Covering the Period
January 1978 - September 1978

TIER I		TIER II	
Baltimore	$ 4,624	Alachua County	$ 4,638
Boston	5,164	Albuquerque	2,614
Cincinnati	4,308	Berkeley	5,354
Denver	4,940	Dayton	8,692
Detroit	7,762	Hillsborough	5,428
King-Snohomish	6,602	Monterey	4,256
Mississippi	3,650	New York	5,052
		Philadelphia	3,966
		Steuben County	6,620
		Syracuse	4,084
TOTAL TIER I	$ 4,646	TOTAL TIER II	$ 4,422
TOTAL DEMONSTRATION	$ 4,594		

SOURCE: Tabulations of data from Entitlement Combined Operating Reports and Entitlement Information System's Monthly Performance Reports.

NOTES: The cost per participant year noted here is a constructed calculation based on data found in Table 34 and Table 35. Costs per participant-week for the part-time period were adjusted to correct for start-up costs by applying the overhead cost ratio experienced by sites during September and October 1978. In six sites (Baltimore, King-Snohomish, Alachua County, Berkeley, New York, and Syracuse) the proportion of participant costs to total costs had remained the same or had reduced in these months, causing the average cost during the part-time period to increase. The participant-year assumed for these calculations is 42 part-time weeks and 10 full-time weeks.

lead to the wide range of costs are the average number of hours worked per week per participant, and the fixed costs associated with program management, and services to participants. Average hourly rates are practically uniform at the minimum wage rate and consequently do not contribute to cost variations, while overhead costs (shown later in this chapter) and average weekly hours vary considerably. Although the costs shown here are derived from actual cost data, with an attempt to factor out the start-up cost effect, there appears to be room to lower this cost primarily with improved management practices such as reducing overhead costs and by manipulating the number of work weeks offered and the number of hours worked per week.

Site Operation Expenditures.

Program operations were initiated in mid-January, and the first Entitlement participants were employed in March, 1978. Even so, early projections of participant enrollments proved to be optimistic, and program costs over-estimated. Of the $74.8 million budgeted for site operations through September, only 56 percent was spent.

During the planning phase of Entitlement, budgets were drawn on the basis of estimates of the total eligible population in each Entitlement area, and to the anticipated participation rate. The operational confidence of program managers tended to tilt participation expectations toward the high side. They were encouraged to build in a safety factor in the event that youths participated at a high rate. These and other factors related to program start-up difficulties caused enrollments and work activities to fall below the planned objectives

(see Chapter III). The answer to under-budget expenditures lies in difficulties of program start-up, overstated participation rates, operational difficulties, and cautious budget planning. With the extension of Entitlement to June, 1980, budgets are being modified, and will probably become more realistic.

Site performance against budget varied considerably (Table 30). In Tier I sites, expenditures ranged from 78 percent to 37 percent of budget, while Tier II sites ranged from 77 percent to 28 percent. Budgeting for Entitlement operations in 1977 was imprecise and at best, filled with educated guesswork. However, the level of expenditure achieved correlates closely with the degree to which sites were able to reach projected enrollment goals (Table 3, Chapter III). Even so, some cost projections made prior to program start-up have proven to be erroneous. Chief among these have been in the program management cost category. Baltimore, for example, starting with a very low allocation in this category has modified its budget twice in six months, each time increasing the proportion for program management. Other sites have simply done better at hiring staff than enrolling participants. Almost uniformly, sites underestimated the share of total costs represented by program management.

Once enrollment started and youths were assigned to work, the rate of build-up increased steadily through the final months of the spring school term. With the arrival of summer and the increase of potential work time, monthly program and participant costs sharply increased until September when the programs returned to the part-time, 20 hours

Table 30

Total Budgeted and Actual Site Expenses
in the Entitlement Demonstration
For the Period January 1, 1978 Through September 30, 1978, By Site

Site	Total Approved Budget ($000)	Actual Expenses ($000)	Percent Actual Of Budgeted
Baltimore	13,540	10,512	77.6
Boston	10,909	7,607	69.7
Cincinnati	7,237	2,763	40.6
Denver	6,948	3,521	50.7
Detroit	7,105	3,807	53.6
King-Snohomish	8,749	3,200	36.6
Mississippi	13,182	6,446	48.9
TOTAL TIER I	67,671	37,856	56.2
Alachua County	580	336	57.9
Albuquerque	529	402	75.9
Berkeley	1,115	858	77.0
Dayton	360	100	27.8
Hillsborough	469	194	41.3
Monterey	447	204	45.6
New York	607	427	70.3
Philadelphia	682	432	63.3
Steuben County	706	261	36.9
Syracuse	1,661	976	58.7
TOTAL TIER II	7,156	4,190	58.5
TOTAL DEMONSTRATION	74,827	42,046	56.2

SOURCE: Grant Agreements and Site Combined Operating Reports.

NOTES: Combined Operating Reports are submitted for each month and year-to-date by each site. Late invoicing by subcontractors occasionally results in understated expenses. Adjustments are made periodically to monthly and year-to-date expense reports to provide accurate reports.

per week limitation. In Figure C, the change in total costs and participant costs each month demonstrates the dramatic effect of the summer period and the changing proportion of participant costs to total costs. For the three-month period March, April, and May, participant costs averaged 35 percent of total costs, while during June, July, and August these costs increased to 74 percent. In September, participant costs dropped again to 53 percent of total costs, due to interrupted work schedules as youths re-entered a school year part-time program status. Some sites had a relatively limited number of youths working in September, such as Baltimore, Denver, and Detroit. Preliminary October data confirm the trend toward lower total costs and participant wage ratios. The low proportion of participant cost to total cost during the first three-month period was due to high start-up costs and lower average hours worked per week during the part-time phase. In the summer, the increase primarily was due to the increase in weekly hours, although enrollments also increased by 20 percent from 30,561 to 36,761, between June and September.

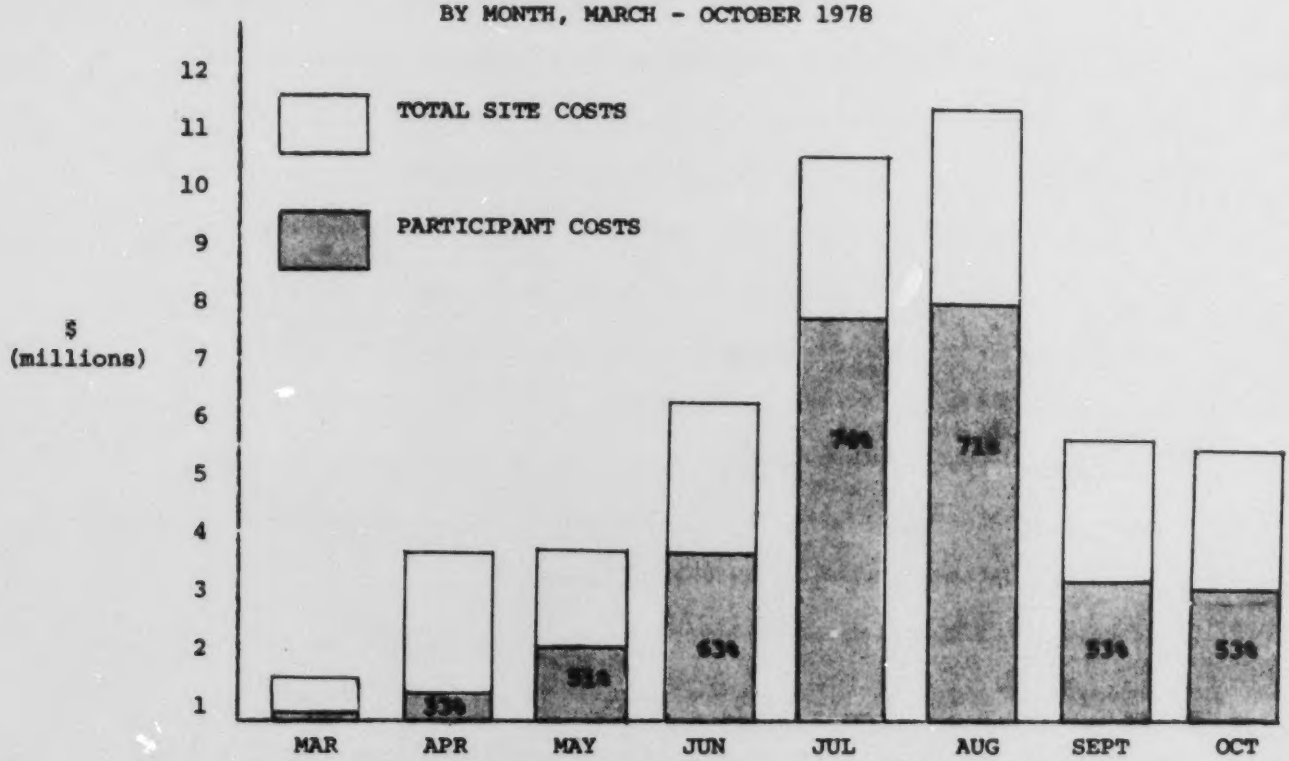
Distribution of Program Costs.

As a program designed to provide youths with jobs, it was expected that the majority of Entitlement costs would be found in youth wages. However, providing jobs and paying the wage is only part of the demonstration; several other functions are necessary supports, and the cost of providing them is crucial to total cost consideration.

The principal expenditure categories for Entitlement are: program management, participant costs, worksite supervision and other expenses,

FIGURE C

TOTAL DEMONSTRATION
SITE OPERATION EXPENSES
BY MONTH, MARCH - OCTOBER 1978



and training. Each of these categories has personnel budget lines as well as non-personnel categories. An analysis of total program expenditure through September, 1978 reveals that over 62 percent of total program costs went directly to participants in the form of wages, allowances, and fringe benefits.

The distribution of costs, (Table 31) shows that Tier I sites had substantially lower program management costs than Tier II sites, an effect caused in part by economy of scale. Tier II training program costs have been practically non-existent, and Tier I sites have, with the exception of Baltimore, only limited training operations. Worksite supervision expenses result from requirements to fund first-line supervision of youths at their work stations. King-Snohomish, Cincinnati, and Steuben County are three cases in which supervisors, paid by the program, were used heavily to provide adequate supervision for participants. At other sites, supervision was provided and costs absorbed by the work sponsor (such as public, nonprofit, and for-profit employers). Such externally-absorbed supervisory costs as well as any in-kind contributions are not shown in the Entitlement Fiscal System.

A critical cost feature of Entitlement is payment to cover program staff. Although unable to isolate costs generally classified as "service to clients" in this report, all staff costs are categorized by primary function: management, supervision, and training. Counselor costs are generally located within the program management area.

Table 31

Total Expenditures and Percent Distribution of Costs
By Major Budget Categories for All Sites
in the Entitlement Demonstration
Through September 30, 1978

Site	Total Expenditure ($000)	Percent Distribution						
		Program Management[a]		Participant Costs[b]	Worksite Supervision[c]		Training[d]	
		Staff	Other		Staff	Other	Staff	Other
Baltimore	10,512	14.5	5.6	66.4	6.3	2.3	1.5	3.4
Boston	7,607	28.6	8.8	54.4	5.8	1.1	0.7	0.4
Cincinnati	2,763	22.3	4.6	57.9	15.1	0.0	0.0	0.0
Denver	3,521	32.9	7.8	58.7	0.0	0.0	0.0	0.6
Detroit	3,807	25.2	1.1	68.7	4.9	0.0	0.0	0.0
King-Snohomish	3,200	25.2	5.5	56.7	10.0	1.8	0.7	0.2
Mississippi	6,446	13.7	11.1	70.5	0.7	2.3	0.9	0.9
TOTAL TIER I	37,856	21.4	7.1	62.8	5.4	1.4	0.8	1.3
Alachua County	336	19.9	10.7	68.9	0.1	0.0	0.2	0.0
Albuquerque	402	19.2	10.9	69.5	0.0	0.0	0.0	0.5
Berkeley	858	39.7	3.1	57.1	0.0	0.0	0.0	0.0
Dayton	100	54.0	3.0	42.8	0.0	0.0	0.0	0.0
Hillsborough	194	33.5	8.2	57.2	0.0	0.0	0.0	1.1
Monterey	204	40.7	6.4	52.7	0.0	0.0	0.0	0.2
New York	427	40.0	0.5	59.5	0.0	0.0	0.0	0.0
Philadelphia	432	30.6	15.5	54.0	0.0	0.0	0.0	0.0
Steuben County	261	21.1	9.2	28.9	26.1	14.6	0.0	0.0
Syracuse	976	33.3	0.9	65.0	0.0	0.1	0.6	0.1
TOTAL TIER II	4,190	32.7	5.8	58.7	1.6	0.9	0.2	0.1
TOTAL DEMONSTRATION	42,046	22.6	6.8	62.4	5.1	1.4	0.7	1.1

SOURCE: Site Combined Operating Reports.

NOTES: Combined Operating Reports are submitted for each month and year-to-date by each site. Late invoicing by subcontractors occasionally results in understated expenses. Adjustments are made periodically to monthly and year-to-date expense reports to provide accurate reports.

[a]Program Management includes salary and benefits of all management, administrative, and service personnel as well as well as other costs such as furniture, equipment, space, travel and office operating expenses.

[b]Participant Costs - includes only wages, allowances and fringe benefits paid to youth participants.

[c]Worksite Supervision - includes salary and benefits of personnel who are paid by the program and are direct supervisors of working participants, and for other costs such as work project equipment and supplies.

[d]Training - includes salary and benefits of instructors or trainers directly providing training to participants and for other training costs such as travel, space, equipment and supplies.

Percentages may not add to 100.0 because of rounding.

Sites with the most favorable participant/cost ratio also show low staff costs. Mississippi is an exceptional site in that while subcontracting the vast majority of its program operations to other agencies (chiefly the Employment Security Commission), total staff costs have been held to 15 percent of total expenditures. Baltimore has held staff costs to 22 percent, with relatively little reliance on subcontractors. Other Tier I sites have staff costs that range between 30 percent and 37 percent of total costs. In three cases (Cincinnati, Denver, and King-Snohomish) extensive use of subcontractor services appear to be associated with high staff costs, while Boston's staff costs are the result of an unusually high staff/participant ratio. Similar costs in Tier II sites are higher than Tier I with one exception (Albuquerque); two sites, Dayton and Steuben County, have extraordinarily high staff costs. In Steuben County, the rural setting and the nature of the work projects have also required high supervisory costs.

Funding Entitlement Programs.

One of the tasks for prime sponsors prior to site selection, was that of demonstrating their ability and willingness to add and integrate local funding into the total Entitlement budget. The finite limitations of allocating Entitlement funds in 17 sites, each with unique demands and resources and the strictures of the legislation itself, required planning and agreement that some level of cash match be available, and used in support of the program. Certain categorical programs, such as SPEDY and CETA Title I and VI programs, were usually

available and operative in the area designated for Entitlement. Their use in support of Entitlement served to integrate and enable a more comprehensive service delivery system to eligible youths and also to ensure maintenance of effort by the prime sponsor. The result of the requirement to fund the Entitlement operation from multiple sources is shown in Table 32: 70 percent of the total funds were provided by Entitlement, 19 percent by SPEDY, and nearly 9 percent from Titles I, II, and VI. Only limited use of other YEDPA funding (YCCIP, YETP) was reported, and that was restricted to Mississippi and four Tier II sites. Within each site, the decision to integrate other CETA funds was frequently complicated, and the result of trade-offs between competing demands. For example, even while sites were reserving portions of SPEDY funds for Entitlement, it was perceived by some sites as vital to provide extra SPEDY funds to contiguous non-Entitlement areas or to ensure and supplement funding for youths both younger and older than those eligible for Entitlement. Thus, full city prime sponsor sites such as Denver, King-Snohomish, Berkeley, and Syracuse show uniformly higher SPEDY fund contributions, while partial city sites reflect the need to distribute SPEDY to other areas or target groups. In Cincinnati, the exception to this rule, the prime sponsor failed to use the majority of its allocated SPEDY funds in the summer of 1978, and provided none to Entitlement.

Total Demonstration Expenditure.

Between August, 1977 and September, 1978, Entitlement expenditures totaled $45,976 million (Table 33). Over 91 percent of this amount

Table 32

Source of Funds for Expenditures
in the Entitlement Demonstration
Through September 1978 By Site

Site	Total ($000)	Percent Distribution					
		Entitlement	SPEDY	CETA I,II,VI	Other YEDPA	Other City/State or Federal	Other
Baltimore	10,512	63.0	20.5	16.2	0.0	0.0	0.3
Boston	7,607	71.1	10.6	14.5	0.0	2.6	1.2
Cincinnati	2,763	100.0	0.0	0.0	0.0	0.0	0.0
Denver	3,521	65.2	25.5	9.3	0.0	0.0	0.0
Detroit	3,807	66.4	33.6	0.0	0.0	0.0	0.0
King-Snohomish	3,200	49.8	49.1	1.1	0.0	0.0	0.0
Mississippi	6.446	88.9	6.9	0.3	3.9	0.0	0.0
TOTAL TIER I	37,856	71.1	18.9	8.4	0.7	0.5	0.3
Alachua County	336	86.2	2.4	5.1	6.3	0.0	0.0
Albuquerque	402	85.8	0.0	8.2	6.0	0.0	0.0
Berkeley	858	56.4	30.8	3.5	9.3	0.0	0.0
Dayton	100	100.0	0.0	0.0	0.0	0.0	0.0
Hillsborough	194	92.3	3.6	4.1	0.0	0.0	0.0
Monterey	204	100.0	0.0	0.0	0.0	0.0	0.0
New York	427	20.0	80.0	0.0	0.0	0.0	0.0
Philadelphia	432	80.8	0.0	19.2	0.0	0.0	0.0
Steuben County	261	57.5	0.0	42.5	0.0	0.0	0.0
Syracuse	976	32.4	27.4	13.4	18.9	8.0	0.0
TOTAL TIER II	4,190	60.0	20.8	9.9	7.4	1.9	0.0
TOTAL DEMONSTRATION	42,046	70.0	19.1	8.4	1.7	0.6	0.2

SOURCE: Site Combined Operating Reports.

NOTES: Combined Operating Reports are submitted for each month and year-to-date by each site. Late invoicing by subcontractors occasionally results in understated expenses. Adjustments are made periodically to monthly and year-to-date expense reports to provide accurate reports.

Table 32

Summary of Total Expenditures
for the Youth Entitlement Demonstration
Through September 30, 1978

	Actual Expenses ($000)	
MDRC		$ 1,236
Contractors		2,694
Survey Design	$ 130	
Survey Operation	2,373	
Impact Analysis	134	
Program Assistance	29	
Computer Services	28	
Site Operations		42,046
TOTAL DEMONSTRATION		$45,976

SOURCE: MDRC Fiscal reports and site Combined Operating Reports.

TABLE 34

Cost Per Paid Hour For Youth
in the Entitlement Demonstration
January 1978 Through September 1978

Site	Total Expenditures ($000)	Total Hours Paid (000's)	Average Cost Per Paid Hour		
			Total	Part-Time Weeks	Full-Time Weeks
Baltimore	10,512	2,455	4.28	5.00	3.55
Boston	7,607	1,552	4.90	5.96	4.21
Cincinnati	2,763	560	4.93	8.71	4.14
Denver	3,521	735	4.79	8.55	3.84
Detroit	3,807	967	3.94	12.71	3.32
King-Snohomish	3,200	655	4.89	5.72	4.67
Mississippi	6,446	1,559	4.13	4.73	3.92
TOTAL TIER I	37,856	8,483	4.46	5.71	3.67
Alachua County	336	87	3.86	5.22	3.35
Albuquerque	402	105	3.83	4.89	3.26
Berkeley	858	181	4.74	7.98	3.39
Dayton	100	16	6.26	19.53	4.72
Hillsborough	194	35	5.50	8.76	4.25
Monterey	204	39	5.25	8.88	4.21
New York	427	90	4.75	8.21	3.59
Philadelphia	432	83	5.22	6.12	4.18
Steuben County	261	26	10.13	15.30	6.26
Syracuse	976	222	4.39	5.32	3.73
TOTAL TIER II	4,190	884	4.74	6.71	3.70
TOTAL DEMONSTRATION	42,046	9,368	4.49	5.81	3.86

SOURCE: Site Combined Operating Reports and Entitlement Information System Monthly Performance Reports.

NOTES: Average total hours were derived by dividing total wage and allowance expenses by an hourly rate of $2.65. The minimum wage was uniformly paid in all sites except Hillsborough, Dayton, King-Snohomish and Syracuse. In these sites less than one percent of all hours were paid at above minimum rates except in Hillsborough where sixty-four percent of all hours were paid at above minimum rates and the average was $2.97 per hour.

Average cost per paid hour for part-time and full-time weeks was calculated by selecting costs and hours from the Combined Operating Reports and by identifying those weeks in which part-time and full-time activity took place in each site.

TABLE 35

Comparison of the Average Cost Per Participant
Per Week in Part-Time and Full-Time Periods
For Youth in the Entitlement Demonstration
January Through September 1978

Site	Total	School Semester Part-Time Work			Summer Full-Time Work		
	Average Total Cost Per Paid Hour ($)	Average Cost Per Paid Hour ($)	Average Hours Worked Per Participant Per Week	Avg. Cost Per Participant Per Week ($)	Average Total Cost Per Paid Hour ($)	Average Hours Worked Per Participant Per Week	Avg. Cost Per Participant Per Week ($)
Baltimore	4.28	5.00	15.3	76	3.55	27.2	97
Boston	4.90	5.96	17.7	105	4.21	35.8	151
Cincinnati	4.93	8.71	14.3	125	4.14	27.1	120
Denver	4.79	8.55	14.9	127	3.84	30.2	116
Detroit	3.94	12.71	14.3	182	3.32	30.1	100
King-Snohomish	4.89	5.72	17.1	98	4.07	32.6	152
Mississippi	4.13	4.73	13.9	66	3.92	28.7	112
TOTAL TIER I	4.46	5.71	15.3	87	3.87	30.0	116
Alachua County	3.86	5.22	15.8	82	3.35	26.8	90
Albuquerque	3.83	4.89	10.4	51	3.26	19.7	64
Berkeley	4.74	7.98	14.0	112	3.39	31.7	107
Dayton	6.26	19.53	15.0	293	4.72	27.5	130
Hillsborough	5.50	8.76	16.2	142	4.25	34.9	148
Monterey	5.25	8.88	15.6	139	4.21	23.3	98
New York	4.75	8.21	9.1	75	3.59	28.3	102
Philadelphia	5.22	6.12	13.5	83	4.18	26.5	111
Steuben County	10.13	15.30	11.8	181	6.26	35.3	221
Syracuse	4.39	5.32	11.5	61	3.73	28.4	106
TOTAL TIER II	4.74	6.71	12.2	82	3.70	27.7	102
TOTAL DEMONSTRATION	4.49	5.81	14.9	87	3.86	29.8	115

SOURCE: Tabulations of data from the Site Combined Operating Reports and the Entitlement Information System's Monthly Performance Reports.

NOTES: Total average cost per paid hour and cost per paid hour for part-time and full-time periods were calculated by dividing total participant wages by $2.65 per hour, except where adjusted for above-minimum wages, and disaggregating by part-time and full-time weeks. Average hours worked per participant per week was derived from Monthly Performance Reports where total hours reported for each period were divided by the average number of youth participating in the period. Average cost per participant per week was calculated by multiplying the average cost per hour by the average number of hours per week per participant.

was used in program operations at 17 sites; 6 percent in research analysis activity; and less than 3 percent by MDRC in its management and coordination role. Of those funds expended for purposes other than site operations, the major cost has been in the design and implementation of the research activity. A major research task accomplished in the last nine months has been the development and completion of the research baseline survey operation. This survey alone cost $2.3 million and was the largest single cost item outside of site operations.

CHAPTER VII

EARLY FINDINGS AND LESSONS FROM THE ENTITLEMENT DEMONSTRATION

This report has assessed the process of organizing and delivering the Entitlement job guarantee, and has reported on those results which are measurable through September, 1978, although seven months is not really long enough to draw firm conclusions about the effects of the program upon participants and local communities. This chapter reviews the institutional and operating conditions within which Entitlement was delivered, summarizes principal findings on what was achieved, and poses some tentative conclusions about the feasibility of the program concept as specified by the federal government and as delivered under the conditions which prevailed.

Conditions Affecting the Implementation of Entitlement.

The assessment of Entitlement -- what services were provided, how their provision affected the participation of eligible youths, and how their participation affected their schooling and post-program employment -- cannot proceed without concurrent examination of the setting within which the model was implemented. The latter affects what kind of program can actually be provided. Demonstrations such as Entitlement are intended to test something new: a new program concept which, by its nature, demands the adaptation of existing program services and institutions, or necessitates the development of new ones. The innovative features of Entitlement were pronounced.

• The uniqueness of the job guarantee. As the nation's first major test of a job guarantee, there were few prior models or operating lessons for selected prime sponsors or the national agencies to draw upon. The closest available models, which the Department of Labor and MDRC drew upon and adapted, were income-transfer entitlements. Income, age, and residency certification procedures from programs such as AFDC and food stamps, could be adapted. However, other aspects of Entitlement eligibility certification, especially continued attendance and adequate performance in school, required the Entitlement communities to break new administrative ground. Furthermore, while there are income-transfer precedents for ensuring the continuing eligibility of participants, the local Entitlement sponsors and agents were not accustomed to implementing such procedures.

Because the jobs created were an "entitlement", prime sponsors were obligated by the Youth Act and the program guidelines to reach out to eligibles and ensure their receipt of the promised benefit -- a job -- to a degree not previously experienced. Congress was, in fact, quite specific in requiring the Department of Labor to report on a series of research questions about the number of youths participating, the costs of providing them employment, the effect of the projects on drop-outs, the kinds of jobs and employers in the program, and so on. Moreover, Entitlement was one of several youth demonstrations designed to discover what worked best, and why, in alleviating youth unemployment, an overall effort being coordinated by the Department of Labor's Office as part of a Knowledge Development Plan.

The lack of preparedness on the part of the prime sponsors for the extensive data requirements of the demonstration, in part reflects a disjunction in perception of the program between the prime sponsors, on the one hand, and the Department of Labor and its contract agency for research and coordination, MDRC, on the other. The former, as program operators, emphasized Entitlement's function as a large-scale, youth work program to combat youth unemployment; DOL and MDRC emphasized the research and demonstration function of Entitlement, its purpose to learn whether, and to what extent, the program worked to alleviate the problem. The difference in emphasis was not a question of contrary principles. It did, however, lead prime sponsors to underestimate what was required from them to implement Entitlement's research function.

Prime sponsors were also not accustomed to the imperatives of continuing enrollment and continuous efforts to develop worksites for youths who were entitled to them, or to close monitoring of attendance and performance of youths at worksites, and the continuing quality of the work experience provided. Given the extreme pressurs of time for planning and enrollment, it was a major challenge for prime sponsors and service providers to develop staff and procedures for carrying out programmatic requirements.

Another set of conditions, which usually accompany major national demonstrations but to which most prime sponsors were not accustomed, were the reporting requirements necessary for the assessment of the program. Establishment of centralized local data systems, with reporting of all transactions to a central national agent, imposed

administrative burdens on larger programs during the already constrained early months.

A final condition, which was not a necessary requirement of the Entitlement design, but which pervaded the start-up period, and which increased the difficulty of having to implement a new kind of program, was tremendous time pressure. The planning period was, effectively, a grant-writing period, when prime sponsors competed for the award of Entitlement operating grants. Operational planning, which probably would have reduced confusion, was compressed into the months of January and February. Planning and operational start-up were simultaneous.

• Implementation of federal directives. CETA prime sponsors are accustomed to decentralized program delivery. The orginal bloc grant Title of CETA (Title I before the recent amendments, now Title IIA) was intended to provide local flexibility in the allocation of funds among types of manpower services and in the design of program models and service delivery procedures.

There is somewhat narrower discretion in the public service employment titles, especially concerning applicant eligibility and wage levels, and prime sponsors had just experienced, in 1977, the kind of rapid enrollment build-up which they were to implement in Entitlement. Similarly, eligibility and wage guidelines in the summer youth programs have imposed somewhat more categorical restrictions than the basic bloc grant in CETA.

The Entitlement projects are a continuation of this trend. In the Youth Act, Congress sought to ensure that demonstration projects would be designed to yield information about whether and why they alleviated

the specific problem of youth unemployment among the economically disadvantaged. The unusual specificity of the Youth Act in this respect was carried through in the program guidelines, which, for research purposes, tried to ensure that a uniform program model, providing for a degree of local variation, would be carried out across the sites.

In addition, the delivery "pipeline" in Entitlement was more centralized than the national office-regional office-prime sponsor channels in the regular CETA programs. Prime sponsors had to negotiate with MDRC and the national office of the Department of Labor over Entitlement, and program data reporting at the level of individual participant transactions led to far greater "real time" operating detail than prime sponsors transmit to regional offices under regular CETA titles.

These were new activities for the prime sponsors and Department of Labor, and the primary agency within the Department, the Office of Youth Programs, was itself a new entity. While MDRC had experience with the design and operation of detailed national program data systems, its staff had not managed a system with this combination of scale and time, nor had they worked closely with CETA prime sponsors before. These conditions also affected program establishment in the early months, as new actors learned to work with each other under severe pressure.

- Coordination and institutional cooperation at the local level. The Entitlement concept necessitated new modes of cooperation among local agencies and required prime sponsors to modify operating procedures. Internally, many prime sponsors had to develop a centralized system for

transmission of data about every participant enrolled, assigned, reassigned, or terminated from the demonstration. Some prime sponsors had centralized systems in place or about to be made operational, but these systems were not adaptable to Entitlement reporting requirements with the short "turn around" times required.

Entitlement is not the first manpower demonstration to seek the establishment of closer ties between educational institutions and manpower operators. The scale in Tier I, however, and the requirements of monthly school reports on participants' school experience, as well as the challenge to local communities of preparing to accommodate potentially large numbers of returning drop-outs, demanded extraordinary flexibility of both prime sponsor and school system staff and procedures.

Since Entitlement permitted the development of program worksites in the private, for-profit sector, prime sponsors and local businessmen had the opportunity to build bridges between their institutions, as well. Private-sector involvement in manpower was not without precedent, although the precedent relationships had often been strained, the scale had not been so great in nearly a decade, and previous training programs (primarily OJT) had been directed at older, adult workers.

• Early patterns of institutional response. It is too early to draw conclusions about the institutional feasibility of Entitlement operated within the CETA system, but a few patterns have emerged that bear close observation as program operations and working relationships move toward greater stability during the last year and half of the demonstration.

1. Even under time and scale pressures, and with the establishment of new intergovernmental administrative relationships, most of the Entitlement prime sponsors have been able to develop and execute the necessary program responsibilities of recruitment, eligibility determination, and worksite development.

The major operational steps necessary to enroll and certify large numbers of eligible youths were a major challenge, not taken at the large Tier I programs without organizational strain. Those prime sponsors such as King-Snohomish and Mississippi, which started up more slowly and were able to decentralize all major activities except data and payroll control, appeared to accomplish basic start-up activities with relatively less internal strain and disruption. The more rapidly starting sites encountered severe strain. Baltimore, with an established central working group in the prime sponsor office, and a centralized intake and service delivery system, nevertheless underwent several staff reorganizations in order to accommodate the Entitlement's coordination demands. By the end of 1978, Boston was also considering a reorganization to create more or less self-sufficient area groups with control over all program functions within a geographic district.

Other Tier I programs found their management capacity strained to the point of retarding program operations. Denver and Detroit in particular, found the coordination of major actors to be an extreme strain. The Detroit Public Schools, as the subcontractor for most program activities, and the prime sponsor with overall management responsibility, encountered problems of communication, policy-setting, and staff control. Denver encountered major internal management and data-control problems, and was considering major reorganization in late

1978. Established program operators in Cincinnati were not effectively coordinated by a very small prime sponsor staff unit assigned to oversee Entitlement service delivery.

By the end of 1978, most of the Tier I sponsors and the large majority of the smaller-scale programs in Tier II had begun to stabilize their internal systems and external relationships with schools and worksite sponsors.

2. Most prime sponsors had difficulty implementing program conditions that were unique to Entitlement's character as a job guarantee: continuing enrollment and job development, continuing eligibility monitoring. Many of these activities were just getting underway in late 1978.

The basic activities of eligibility certification, enrollment, and assignment to a first worksite, which most sponsors had begun to stabilize by late 1978, were activities with which the sponsors and their communities had some previous experience. But activities which made Entitlement a job guarantee, not simply a large-scale, income-conditioned job program, were more difficult for prime sponsors to execute. Enrollment was not a one-time business, but had to continue as Entitled youths stepped forward. Continued strong efforts to recruit and enroll new youths, as opposed to keeping the door open when youths walked in, may have begun to wane by late 1978.

Problems with keeping an active and informed pool of potential work sponsors -- as new youths enrolled, enrollees requested transfers, or work sponsors reduced their participation -- began to emerge at several of the larger programs. The first round of re-certifying the eligibility of enrollees had not yet started during the period of this report.

Monitoring a youth's attendance and performance standards in school and at the worksite was not strongly underway at most Tier I programs by late 1978. School reporting on student performance was only beginning to be regularized in the fall. Whether stronger enforcement will lead to greater rates of termination for unsatisfactory school performance than the 1.3 percent in the first months remains, therefore, to be determined.

Similarly, the monitoring of youths and their work sponsors for adherence to program conditions was only organized at one or two Tier I programs. Quality and attendance monitoring were conducted more vigorously at several Tier II sites, since the number of worksites and participants was so much smaller.

3. The cooperation of local agencies, required by Entitlement program design, proceeded under high pressure necessity. Whether the relationships will emerge as mutually beneficial on behalf of disadvantaged youths remains to be determined.

Many local institutions that came together for Entitlement were not accustomed to close cooperation. Schools and prime sponsors had different priorities, different perspectives on the services they provided, and different institutional histories. The degree of cooperation required of the schools was, in most cases, minimal. They were required to report the attendance and academic performance of Entitlement youths, and report poor performance even though it should result in the prime sponsor terminating the youth's job. Schools were requested, in some cities, to accommodate class hours for youths who would otherwise not be able to schedule 10 hours work per week.

More programmatic activities provided by some schools will be assessed during the 1978-79 academic year. Where schools acted as an Entitlement operator, their success appeared to depend mostly upon the size of the Entitlement program, and upon whether the system had operated a manpower program before. In the largest school-managed program, Detroit, the schools did not meet the administrative challenge and did not find their working relationship with the prime sponsor helpful or directive.

Cooperation with the private sector, whether through direct business-prime sponsor connections or through a local business association, appeared to develop with minimum difficulty. Private-sector worksites and worksite-development activities appeared to hold more stable than efforts in the public sector.

The working out of these relationships has been set forth here in terms of institutional change or resistance in the early months. The further development and stabilization of these relationships over the next 18 months will provide firmer indications about the relative feasibility of Entitlement. The day-to-day effect of these relationships upon the execution of Entitlement program activities is detailed in the following section.

Operational Findings: Youths, Jobs and the Schooling Requirement.

The circumstances in which Entitlement was launched taxed the ability of delivery systems to provide the most attractive and trouble-free Entitlement offer to eligibles, and to deliver the guaranteed job quickly and smoothly. In the process, youths were discouraged by

delays and crossed wires in their assignment. It is likely that other eligible youths may have declined to come forward and apply when word of mouth spread news of these delays. The maximum possible participation rate was, therefore, constrained -- more at some programs than at others. Nevertheless, Entitlement was offered and delivered to substantial numbers of youths. Some of the more detailed findings with respect to recruiting and enrolling eligibles, putting them on the job, and eliciting the necessary cooperation from school systems are presented here.

- Recruiting and Enrolling Eligible Youths.

1. The 17 programs reached and served the target population: youths who were eligible, who met the criteria of age, income, non-graduate status, and residency in the Entitlement area. The great majority of enrollees were youths already in school, but it is too early to say whether more out-of-school youths might come forward in the next 20 months.

During the start-up period, prime sponsors and their program agents concentrated on reaching in-school eligibles to whom they had relatively easy access. This emphasis also reflects the role of the schools in managing Entitlement at some of the programs.

Evidence from those prime sponsor areas that made intensive efforts to recruit out-of-school youths, particularly those that utilized neighborhood-based organizations for outreach, indicates that it may be possible to bring forward more drop-outs.

The very intensity of those efforts would also appear to indicate that, for a variety of reasons, Entitlement may not be a sufficiently attractive offer to draw drop-outs in high proportions. They appear

reluctant to return to a regular school setting and, where there were not well-established educational alternatives, drop-outs may have been discouraged. In addition, the part-time hours and wages of Entitlement during the school year may have provided an insufficient monetary incentive for drop-outs. Moreover, other youth employment programs that do not require schooling, or do provide training stipends for school participation, may have attracted some drop-outs as an alternative to Entitlement.

2. While there were complaints from prime sponsors about the amount of paperwork required of youth applicants, these requirements were no more stringent than those of other cash and service entitlements. It does not appear that large numbers of youths declined to apply because of the paperwork and information burden, although the extent of any attrition before application cannot be known until non-participating elibible youths are surveyed in 1979 at four Tier I sites.

3. Prime sponsors and their contractors were able to establish recruitment and enrollment structures that, while strained during the first few months, were able to accommodate the demand of eligible youths who came forward to enroll.

Prime sponsors had to develop procedures for closer tracking of individual enrollees than those to which they were accustomed. In addition, the lack of detail in required quarterly prime sponsor federal reports, and the lack of uniformity in prime sponsor management information systems, made existing procedures inadequate for a research demonstration and led to the establishment of single information system. This, in turn, often necessitated the development of centralized data control systems where they had not existed before.

These factors led to problems in the timely reporting of program activity at several Tier I programs, and generated slippages in the

communication among the various transfer points in the recruitment-enrollment-job assignment flow. At several of the Tier I programs, enrollment forms took longer to complete than anticipated. Forms were temporarily lost, and serious errors accumulated. In one Tier I city, lack of effective management control resulted in the six-month loss of over 500 case folders. Despite these strains, previous experience with rapid enrollment in public service employment and the summer youth programs offset the unfamiliarity of new structures and procedures which Entitlement required, and enhanced the ability of most prime sponsors to accommodate enrollment demand.

- Developing Jobs and Assigning Youths.

  1. There was an adequate supply of work experience opportunities for the youths who came forward to enroll in Entitlement, and sponsors were able to generate a pool of potential work sponsors with minimal trouble.

As with large-scale enrollment, prime sponsors had the experience of generating large numbers of worksite commitments for the summer youth programs, and they were able to call upon previous summer sponsors to provide the great majority of Entitlement jobs. These work sponsors, and the prime sponsors, had to accommodate their efforts to developing year-round jobs, but this also was not very troublesome.

  2. While prime sponsors did not reach their original targets, they were able to elicit the cooperation of private companies to provide work experience opportunities for Entitlement youths.

The assistance of intermediary business organizations, such as Chambers of Commerce, appeared to facilitate the process of reaching private firms, and of lending credibility to prime sponsor concerns

that the sponsoring companies not be burdened with excessive paperwork or government intrusion. Several prime sponsors approached businesses directly, however, and it does not appear that this method was any less effective in gaining private-sector support. Where prime sponsors at Tier II sites sought to develop high-quality work experience, particularly in industry, the cooperation of business and (where unionized industries were involved) labor seemed to be particularly important. The Entitlement initiative with private companies preceded the creation of Private Industry Councils (PICs) and the Administration's emphasis on Private-Sector Initiatives contained in the 1978 CETA amendments. Whether the PICs will be able, or deem it useful, to involve themselves in prime sponsor-private sector arrangements under Entitlement, remains to be seen.

Whether reductions in private-sector wage subsidy levels from 100 percent in 1979 will reduce the participation of private companies, will be watched closely.

3. Problems of coordination between job developers and job assignment staffs at several Tier I programs led to problems of matching enrolled youths to worksites in accessible locations and with business hours that would accommodate part-time, school-year work schedules. More ambitious efforts to match youths with jobs they preferred, and that matched their skills, only appeared feasible at the smaller, Tier II programs.

Job matching under the previous summer youth programs did not provide as useful a precedent for prime sponsors as several had originally assumed. An ongoing enrollment process, and worksites that would have to operate year-round, necessitated continuing attention to job development and to maintaining contact with current and potential work

sponsors. Procedures to transfer and re-assign youths when a bad job match had been made, were slow to develop, and in some Tier I sites, participants walked away from the program with their expectations frustrated.

The wholesale effort to create a job pool in late 1977 was usually not well-articulated with an ongoing job assignment process. After waiting months for youths, some work sponsors decided not to participate or to take fewer youths than they had promised during the grant competition process. Systems for getting work sponsors to deal with payroll, youth discipline, and other problems were not developed in a well-articulated way at most Tier I sites in the early months. Sponsors were not always given the opportunity to screen and hire referred youths to the extent that they may have been led to expect when they originally made their commitments. Despite this friction, relatively few serious problems of retention at the worksite emerged.

4. Time and coordination pressures at large Tier I programs produced major delays between the time youths enrolled and the time they started working.

The great proportion of youths who enrolled were assigned to a worksite, generally only after long delays. Most prime sponsors made efforts to reduce the lag, but the median period for Tier I during the starting months was over four weeks. In addition, several hundred youths enrolled during the summer did not reappear at worksites in the fall.

5. The extent to which the speed and scale of worksite development may have adversely affected the development of high quality work experience opportunities remains to be assessed.

Many prime sponsor staffs feel strongly that the Entitlement work experience should be an improvement over relatively less-structured work settings that had emerged in earlier work experience efforts. Under the pressures faced by large programs, however, there was little control prime sponsors could exert over several hundred work sponsors, to ensure quality supervision and work structure. The occupational distribution of job titles in Entitlement does not appear to indicate major departures from typical work experience positions in other youth programs.

The fact that previous work sponsors constituted the majority of Entitlement sponsors may have given them the advantage of working with disadvantaged youths in the past and, to some extent, bad work settings had been weeded out in earlier summer programs. In addition, early findings indicate that most of the private sponsors took their responsibility seriously. They were motivated less by altruism than by the benefit of having an addition to their work force at no, or low, cost.

6. The extent to which assignment of Entitlement youths may have displaced other individuals who would otherwise have found unsubsidized jobs remains to be determined.

7. Efforts to enforce attendance and work performance standards for youths at worksites proceeded minimally at most Tier I programs. Youths with extremely poor work attendance or behavior did account, however, for nearly 10 percent of all terminations. Enforcement of work standards was generally pursued more diligently at the Tier II programs.

8. Generally, reverification of eligibility was postponed until after the period under study, when early participants were close to reaching a year in the program and therefore had to be reverified, as required by the program regulations. As of this writing, the implementation of systems was either underway or about to occur.

- Ensuring the Participation and Cooperation of Educational Institutions.

1. At the minimum, educational institutions had to cooperate with Entitlement prime sponsors to the extent of reporting on participants' attendance and performance. This process was slow to get underway in many sites, in part because the program began late in the spring, in part because of the absence of concrete and enforceable minimum school system standards for students, and in part out of some reluctance by schools to report on progress for youths who were involved in a non-school program.

2. The consensus among most school systems and prime sponsors was that drop-outs were unlikely to find a return to regular school settings worth the benefit of the Entitlement job. This was believed to be particularly true for 18-and 19-year-old, out-of-school youths. The development of alternative programs, where they did not exist already, imposed some delays on the enrollment of drop-outs.

3. Insufficient time for substantive cooperation between school districts and prime sponsors, as well as insufficient funds and unclear emphasis in the enabling legislation, made it unfeasible in the short run for schools and manpower actors to develop closer programmatic bridges between school and work experiences of Entitlement youths.

4. There were some substantive problems in establishing minimum school and attendance conditions for participants, and delays in their monitoring and enforcement at most Tier I programs. Several Tier II programs established and monitored schooling standards closely from the outset.

The establishment of school standards for participants was generally a new experience for prime sponsors, and this was compounded in several cities by difficulties in obtaining firm and monitorable standards from school systems that did not already enforce attendance and grade requirements for their general school population. Enforcement of standards was generally delayed, given the primary attention in spring, 1978, to enrolling and assigning large numbers of youths.

Stronger efforts were made during the fall school term, although school-system reporting procedures did not always coincide with the monthly reporting requirements in the Entitlement model.

In conclusion, the nation's first job guarantee program was implemented on a large scale, quickly, though not without a great deal of stress and strain. Much of this stress and strain might have been eliminated under a slower build-up schedule or, as in Tier II, if the Tier I projects had operated on a reduced scale. Yet, by and large, the model was generally preserved through the initial stages of implementation, though the provision of the guaranteed job at most of the large Tier I sites was substantially delayed. While many issues of Entitlement feasibility remain to be addressed in the longer term -- by examining questions such as the quality of work provided as well as by continuing to examine recruitment, job creation, job assignment, schooling, and eligibility monitoring -- our preliminary judgment is that such projects are feasible in reaching and employing large numbers of eligibles. How well this is done in the long run, under what site circumstances, with what impact, and at what costs remain, for the time being, as open questions.

APPENDICES

APPENDIX A

THE YOUTH ENTITLEMENT DEMONSTRATION INFORMATION SYSTEM

Design and Development.

Early in the development of the Youth Entitlement Demonstration, a need was defined for an information collection and retrieval system. Throughout the course of the demonstration, MDRC would be required to monitor and report on various facts about the operation -- recruitment, jobs, terminations, and so forth. Some of these reports would be major research documents to Congress, while others would be smaller, more frequent documents to assist MDRC in monitoring contract management and compliance. Within the Youth Act itself, Congress listed specific issues about which the Entitlement research contractor (MDRC) is directed to report, among these: (1) the number of youths enrolled; (2) the kinds of jobs provided and a description of the employers; (3) the degree to which on-the-job or apprenticeship training has been offered as part of the employment; (4) the cost of providing employment opportunities to youths; (5) the estimated cost of an Entitlement program if it were to be extended nationwide. An Entitlement information system would have to be responsible for providing all the quantitative data for the first three issues, and a portion of the data for the latter two issues, as well as covering other areas of concern.

The first two steps in the definition of such a system were carried out concurrently. One was to identify the types and degree of specificity of data required to satisfy the reporting needs of the demonstration. The other step was to examine the primary existing information-gathering system

already in place at all of the prospective programs in the demonstration -- the CETA information system.

Four significant facts were determined as a result of this activity:

1. Although the CETA system has standardized reporting requirements, there are no standardized forms to collect the data. Each prime sponsor has developed its own set of forms.

2. Specific data elements used to collect data for the CETA reports are often tailored to local prime sponsor needs and are not standardized across the country. For example, although federal reporting specifies only five ethnic categories, some prime sponsors specify as many as 10 to 15 because of the demographic nature of their local jusisdiction and the need to report locally on all groups.

3. Although adequate to provide general reporting on all types of CETA programs and participants, the data collected are not designed to focus on youths, or more specifically, on a Youth Entitlement program. Additional data on school background and prior employment would have to be collected.

4. Data on work and training activity are collected at the beginning of an assignment, with no data collected or reported to show the regular, ongoing level of work/training effort.

These facts led to the conclusion that the CETA information system was not sufficient for the information needs of the Entitlement Demonstration. MDRC then considered two options: use local CETA documents and add supplementary forms, or develop a separate and complete information system geared specifically to the needs of the Entitlement Demonstration. The first option was rejected for the following reasons:

> ... The planning period between the final selection of Entitlement sites and actual start-up of enrollment was too short to permit the development of a computer system that could accept and process 17 different sets of local documents with, conceivably, 17 different structures for each data element.
>
> ... MDRC felt it would be very confusing for the local operators to deal with the "supplements." For example,

at intake, it would mean that the local interviewer would have to go flipping back and forth between two documents to make sure all questions relating to a specific topic were answered, the result being either an incomplete form, or an extended interview.

Taking these issues into account, the decision was made to define a separate information system. The overriding considerations of such a system were that it provide standardization of data among all participating prime sponsors, minimize the additional data collection burden to be placed on the programs, provide compatibility with the CETA system, and be as streamlined as possible with regard to the type, amount, and frequency of data collected.

EIS Content.

The Entitlement Information System (EIS) uses five documents: an Enrollment Form, a Status Change Form, an Individual Participant Roster, a Sponsor Description Card, and a Monthly Performance Report. The first three relate to the individual youths, and the last two relate to program job and training activity.

The Enrollment Form is completed for each youth determined to be eligible to participate in the Entitlement Demonstration. It contains basic identification data (name, address), individual characteristics (age, sex, ethnic group), family and household data (marital status, family structure, income, sources of public assistance), educational background (prior semester status, current status, type of school and curriculum), and employment background (prior experience in part-time and full-time unsubsidized employment, earnings, most recent job).

The Status Change Form provides data on three types of activity:

(a) job and training assignments: type of assignment,

employer (sponsor) industry and type, occupation of job, scheduled hours, etc.

(b) hold status: reason for going into unpaid status

(c) termination: reason for leaving, current school and employment status. (Included in the reasons are specific categories relating to the criteria for maintaining participation in the Entitlement Demonstration.)

The Individual Participant Roster contains wages and hours-worked data on each youth in the demonstration. These data are collected periodically: at the end of the spring part-time employment period; at the end of the summer full-time employment period; and at the end of the calendar year. The wages and hours data are used to measure actual levels of participation by youths, and provide information on differences in activity based on individual characteristics, such as age, sex, in-school/out-of-school status.

A Sponsor Description Card is completed for each organization or company that provides jobs or classroom training for youths in the Entitlement demonstration. It contains coded data about the sponsor (type, industry) and a list of specific jobs to be provided (with an occupational code for each job). This document is the resource for verifying individual job assignments (Status Change Form) and overall job activity (Monthly Performance Report).

The Monthly Performance Report is a composite report of total job and training participation of youths throughout the month. For each individual sponsor (employer), the number of youths participating and hours attended per pay period are listed by occupation. With this report, it is possible to analyze the level of activity by occupation, by sponsor

industry or type, by month, by part-time vs. full-time, or any combination of these factors.

Implementation and Local Operation.

Detailed specifications of the EIS were defined in application requirements sent to the 35 prime sponsors in final selection. The assessed capability of a prime sponsor to provide these data (determined on the basis of Department of Labor Regional Office performance assessments of the prime sponsor, a visit by MDRC staff, and the final written proposal), was a factor in the site selection process. A copy of the specifications was also included in the final grant agreement between the federal government and participating prime sponsors.

MDRC prepared a detailed manual of instructions for completing each of the EIS forms and distributed copies of this manual to each participating prime sponsor. A training course was provided for representatives of each program: all reporting requirements were reviewed and questions answered. In addition, when requested to do so, MDRC staff conducted on-site training for local staff who would be using the forms. (This activity continues on an as-needed basis.)

The Entitlement forms have been incorporated into the local prime sponsors' activities in different ways. Most of the Tier II sites, being smaller and generally non-computerized, use the Entitlement forms in place of their local forms, thereby eliminating any duplication of effort. The larger sites, with computerized systems geared to their local forms, continue to fill out both the local forms and the Entitlement forms. In general, the effectiveness of the data collection function has been dependent on five main factors:

1. the experience, skill, and degree of turnover of the local intake, fiscal and MIS staff;

2. the intensity of youth enrollment and the level of staffing provided to handle the flow;

3. the level of quality control established locally to examine documents before their submission to MDRC;

4. the general preparedness of the prime sponsor to handle the data-collection function smoothly and completely from the onset of the demonstration;

5. the overall commitment of the participating prime sponsors to provide high-quality, timely data.

The report that caused the most problems locally is the Monthly Performance Report. This report requires that individual weekly or bi-weekly timesheet data be codified for occupation and sponsor, and then aggregated by those data. The extent to which the large Tier I sites have been able to automate this function and/or link it to their payroll systems has been a major factor in their ability to deliver this report on a timely and accurate basis. The smaller Tier II sites are able to handle the job manually. The larger Tier II sites have had to modify procedures if they started out with a manual system: handling data for more than 200 youths requires some computer assistance. Those Tier II sites that have not made this adjustment, are having varying degrees of difficulty in preparing the Monthly Performance Report, as are Tier I sites that thought this report could be prepared manually.

MDRC Operation.

MDRC has established a data-control department whose function is to manage the forms and data received from the 17 Entitlement Demonstration sites. Prior to submission of documents to the computer system, they are reviewed to ensure that the basic required data are present, and that

the number of forms received agrees with the counts specified on the control document from the site. Enrollment and Status Change Forms are processed weekly, and detailed edit and error reports are produced by the system. These reports are used by MDRC staff to locate forms in error and to assist in the correction process. Forms that can be corrected immediately are resubmitted the following week. Others are held until the sites can be contacted by telephone and the errors resolved locally.

Sponsor Description Cards are reviewed not only for completeness, but also to make sure that the coded industrial and occupational data are valid and logical within the limits of the information provided. Any data in question are resolved by telephone. Monthly Performance Reports undergo extensive quality control before they are submitted to the computer system. Each line of data for each sponsor is checked against the Sponsor Description Card for that sponsor, to ensure that the data on the report agree with the data on the card. Discrepancies are resolved by telephone before the reports are entered into the system.

Periodically, the overall contents of the computer files are examined. In cases where the data seem problematic, sites are contacted, local reviews are conducted, and forms are resubmitted with revised data. Any form submitted to the computerized information system can be revised or corrected as needed, although this capability has not been required to be heavily utilized.

Processing Experience To Date and Data Quality.

Of all the documents included in the Entitlement Information System, the Enrollment Form has caused the least problems. The fact that local program operators are used to collecting similar data for other CETA

programs has had a beneficial effect on the Entitlement data. Overall, for the period through the end of 1978, the Entitlement Information System contains greater than 97 percent completion on all data items on the form. Within certain fields however, some sites have had difficulty: family income and specific sources of public assistance are two such items. To the extent that these problems are known, the data items are either not included in statistical analyses, or revised so that they can be utilized.

Three types of activity are documented on the Status Change Form: job/training assignments, holds (leaves of absence), and terminations. Initial assignments and reassignments after a hold or termination have been submitted with regularity and, in general, are complete. Subsequent assignments, or job transfers, are not as complete. In all cases where a youth changed employers, local staff are completing the Status Change Form and submitting it. However, in cases where the youth remained at his/her current employer, but moved to another job or occupation, sites are not as diligent about completing the Status Change Form. As a result, although the Entitlement Information System most likely contains the most recent or current employer, it may not reflect the most recent or current occupation at that worksite.

With regard to "holds," each site has determined its own local procedure for formally assigning a youth to this status, usually depending upon the length of time the youth is expected to be gone. In general, "holds" of less than one week are not documented by a Status Change Form, nor would MDRC expect them to be. In some of the sites that pay youths on a bi-weekly basis, "holds" of less than two weeks (one pay period) are

not documented. The basic problems faced by the sites are: quickly finding out that the youth is gone and officially terming that absence a "hold"; and completing two Status Change Forms (a "hold" and a re-assignment) for an occurrence which may span a very short period of time. For those reasons, and many others, the Entitlement Information System data on "hold" status may be spotty.

The experience with termination data has been mixed. Some of the sites continue to submit Status Change Forms of high quality and timeliness, while others do not. A few of the problems encountered on terminations are:

1. incomplete data on school and employment status at the time of termination;

2. confusion over some of the definitions of reasons for termination, especially in cases where reasons defined are judgmental and not typical of the standard CETA categories;

3. inappropriate recording of the form-completion date as the termination date, making the youths appear enrolled for a longer period of time than actually occurred. Depending on how refined the local procedures are for tracking youths, this time extension could be as long as three to six months.

4. unwillingness on the part of the local programs to "terminate" a youth rather than carry him/her on the rolls.

MDRC will be looking into ways to revise the already-submitted termination data, and to ensure that future terminations are more accurate and timely, to enable analysis on length of participation to be conducted.

After an extensive early clean-up period, the Sponsor Description Cards are in excellent condition, and most of the sites are now submitting these forms with regularity and good quality. Monthly Performance Reports, the most complex of the Entitlement forms, are also submitted regularly,

although a few sites continue to lag by a week or two each month. Although the quality of the early reports was not too good, the reports submitted subsequently have improved, and usually require little correction. All of the reports, including the early ones, were verified against the Sponsor Description Cards and corrected appropriately prior to submission to the computer system. The previously-mentioned Status Change Form problem of occupational transfers carries over to the Monthly Performance Reports. Since the larger Tier I sites have automated the Monthly Performance Report and derive employer/job codes from status data, if the Status Change Form does not reflect the most recent occupation, the Monthly Performance Report cannot. However, MDRC has not yet determined how significant this problem may be, or even if there would be a noticeable difference in the statistics at all.

Several problems with the Individual Participant Roster have required corrective action, and prevented the data from being used in any analysis to date. As of the end of calendar year 1978, two rosters should have been submitted, one for the spring part-time period and one for the summer full-time period. To date, MDRC is missing one summer report; one site is in the process of completely re-doing both its spring and summer rosters; and many of those sites that have submitted rosters did so considerably later than requested.

Following receipt and processing of the Individual Participant Rosters, MDRC has been required to resolve an extensive number of errors, mostly relating to a mis-match of hours and wage data with status data: youths paid during a period when they were not assigned to a job; youths not paid when they were assigned; youths paid for more weeks than status

records indicated they were assigned; etc. MDRC is still in the process of dealing with these problems, and until they are resolved, the hours and wage data cannot be used for analysis.

APPENDIX B

SITE PROFILES

Baltimore, Maryland

The Entitlement program in Baltimore is managed by the Mayor's Office of Manpower Resources (MOMR), a prime sponsor which functions within a consortium composed of the city of Baltimore and five surrounding counties. The Entitlement area encompasses the inner harbor area, not the entire city, and is 85 percent Black. Five public and three parochial high schools serve Entitlement area youth. Original plans called for a fast start-up that would have 9,000 youth at work when in full operation, 1,000 of them out-of-school. By March, 1979, 7,500 youth were on board.

Since Entitlement was initially conceived by MOMR as essentially an enlarged SPEDY-type program (Summer Program for Economically Disadvantaged Youth), responsibility was designated to MOMR's Youth Services Division, and no separate operating unit for Entitlement was planned. From the beginning, MOMR planned to use a combination of regular and alternative schooling, as well as a combination of public, non-profit and private-for-profit sector worksites.

MOMR turned first to its regular SPEDY partners, the schools and the CBOs, to provide educational alternatives and worksites. These subcontractors include:

- Baltimore City Public Schools (BCPS): alternative learning opportunities for 1,240 youth, including up to four "extended day" high schools for youth who worked during regular school hours.
- Mayor's Advisory Council on Arts and Culture (MACAC): work slots and training in the arts.
- Baltimore Urban League: GED slots for 50 out-of-school youth.
- Communities Organized to Improve Life (COIL): 50 GED slots for out-of-school youth.

- Community College of Baltimore (CCB): 200 slots for vocational education, work and GED training.

- State of Maryland Management Development Center (MMDC): training for worksite supervisors.

- Housing Authority of Baltimore City (HABC): 1,084 slots for work by and supervision of Entitlement youth.

- Urban Services Administration: salary supplement for supervisors at 1,051 Entitlement worksite slots.

A subsequent contract was let to Control Data Corporation for computer-based literacy training for out-of-school youth who read below the fifth-grade level (entry level for GED). This was the only subcontractor new to MOMR.

The first major issue at the local level was a political one and arose around the designation of the Entitlement area. In accordance with the program guidelines, Baltimore could not include the entire city in its application, thereby excluding many poor youth from the program. This drew the ire of Baltimore's City Council, who pointed to excluded poverty areas, many of them largely white. The prime negotiated this with promises of SPEDY jobs to the excluded areas. Problems related to paperwork flow and quality surfaced early. These problems made it difficult to track or know the status of individual youths and complicated the already difficult task of managing the program. When enrollments increased, these problems magnified. In addition, failure to pay large numbers of youth on time, stemming from an inability to synchronize the city payroll system with the staggered enrollment of Entitlement, caused further local pressures. Lack of a capable EDP system compounded the problems, as did the decision to run SPEDY and Entitlement jointly. A two-week break in program activity between spring and summer to deal with these problems, a

reorganization that divided the Entitlement structure into three units with more reporting points, and a hiring of additional staff were implemental in resolving the problems. In August an Entitlement director with no other youth responsibilities was named.

At all times, MOMR tried to respond to the educational needs of the youth by its partnership with BCPS in a variety of non-traditional educational arrangements. As the lack of basic literacy among many of the youth became evident, MOMR altered their program structure to arrange for remedial reading classes.

The program took a four week break in early fall to complete the reorganization and further clear up the bottleneck of forms and files. The month break gave the program an opportunity to catch up on most of the overdue documentation and to get management control of the program. Efforts were made to develop a wider range of private-sector jobs to make up for the saturation which had occurred at CBO and public-agency worksites. Originally, MOMR had planned for 475 private-sector work slots; by late September, 1,700 youth were assigned to about 250 private-sector worksites. Even some Baltimore newspapers, critics of MOMR during the summer bottleneck of delayed paychecks, signed on as worksites.

The program paid a price for shutting down worksites for four weeks. Nearly 2,000 kids disappeared inth "the system" by not showing up on worksites when the fall session resumed. In October and November, the program was able to track down about 1,000 of these youth. Some had graduated, some thought the program was over, and others only wanted summer work. This gap between youth enrolled and youth paid continues to be a problem in Baltimore, but at an increasingly diminished

rate as youth are located and assigned to jobs.

MOMR increased its formal communication with Entitlement subcontractors between September and January. In September, it held the first meeting of private-sector worksite sponsors. Then meetings were held with the community and public worksites, with the schools, and in January, with all the alternative education providers. Each session allowed MOMR to outline the Entitlement management system, explain the program again and recruit ideas and renewed commitment from the subcontractors.

In January, Baltimore Entitlement enrolled its 10,000th youth, and Division I (public agencies) had its first perfect payroll. With new confidence in its systems operation, Baltimore began planning a joint Entitlement-SPEDY operation for summer and structured a massive reverification of youth eligibility for February. The program gave renewed attention to the supportive services it feels many youth need and began to design some enrichment services for youth.

The biggest challenge in future months is to develop jobs as fast as youth enroll. The program considers public-sector worksites to be saturated. It has switched its private-sector emphasis to smaller retail establishments located close to bus routes; each new worksite, however, creates only two to three job slots. Intake actually had to be halted temporarily in February because of insufficient jobs. The Baltimore program, however, has consistently exhibited dedication and flexibility in dealing with whatever issues the complex Entitlement program presents, and the solutions have to date been sensible and effectively implemented. The program has attempted to maintain a reasonable balance between sound administration of a large program and the provision of individual quality services, and it seems to be stabilizing in its ability to manage that balance effectively.

Boston, Massachusetts

The Entitlement area chosen comprises four of Boston's nine school districts in ten distinct, but contiguous, neighborhoods. This area reflects the full extent of Boston's racial, income, housing, employment, and educational diversity, and contains nearly half its youth population. All of the problems and strengths of the city's most closely-knit communities are present.

The total eligible population in this area was estimated at 7,500: over 6,000 in school and approximately 1,500 out-of-school. Of the projected 5,500 active participants, approximately 4,000 were expected to be in school and 1,500 out-of-school.

The Employment and Economic Policy Administration (EEPA) is Boston's prime sponsor as well as a major planning agency for the city's economic policy. It has three basic line operating divisions: one for public service employment; a second for Title I employment and training; and third, the Youth Services Department, which operates all youth programs. The latter is responsible for the administration of all of the EEPA's youth programs including SPEDY, YETP, YCCIP, and Entitlement. The other youth programs besides Entitlement are all operated essentially through subcontracts with community-based organizations. Entitlement, therefore, represents the major portion of the activities directly operated by the Youth Services Department.

The Entitlement unit (called the Boston Plan Project YES) is largely distinct within EEPA. EEPA's major support service units, primarily fiscal and personnel, provide assistance to Project YES, but the vast majority of administrative, management, service and programmatic functions are carried out by staff working under the YES unit.

Since Boston's centralized project operation does not lend itself to a great deal of subcontracted program activities, only Action for Boston Community Development (ABCD) has a significant programmatic role in the Youth Entitlement structure. ABCD has operated 12 Neighborhood Employment Centers (NEC) within the Entitlement area and has been responsible for recruitment of both in-and out-of-school eligible youth for Project YES. In cooperation with Project YES, each center assists youth in preparing and submitting application materials for enrollment.

There are certain other management activities which are subcontracted. Generally these are small subcontracts focused on the provision of specific technical services for such activities as key-punching and payroll processing.

Originally, Boston proposed a program characterized by a sophisticated range of services and activities. One of the most important factors in defining this approach was the decision to individualize, to the maximum extent possible, the way that youth would be serviced. The original design projected:

- an individual match of job, education, and social services for each youth;
- a wide diversity of job and school options, including a substantial number of openings with long-term career potential for those youth ready to make such commitments, and including the development of 1.5 to 2 jobs per participant to permit some choice in job assignment for all youth;
- a network of decentralized services, resources, and intake points;
- a strong centralized management arm;
- a program capacity to modify the employment/education plan for any

youth at any time, in response to problems or new opportunities, based on a comprehensive management information system and a continuous relationship between the youth, his supervisor, counselor and teacher; and

- strong support service and counseling capacities to provide the motivation for each youth (whether in or out-of-school at the time of enrollment, whether attending a regular public school or some form of alternative education) to complete his education and derive maximum advantage from his job experience.

Early program experience indicated that the highly individualized approach has been difficult to implement in such a large program. The sophisticated and individualized job matching mechanism has been very slow; it is not unusual for a youth to wait several months between enrollment and job assignment. Aside from the obvious effects on participants, this has created frustration on the part of the employers, who are not assigned youth in a timely fashion, as well as a substantial backlog in the management information system.

While EEPA has done well with the development of over 7,000 jobs for current enrollment of just over 5,000, Boston regrets not having slated more of its jobs for the private sector. Even though there was considerable fall-out from the original commitment of 9,000 jobs, there seems to be an adequate reservoir of developed jobs to cover the estimated potential job placements.

Boston's overall program implementation focusing on educational needs of both in-school and out-of-school youth is a strong facet in the program's operation. In keeping with the general spirit of Boston's emphasis on individualization, the choice of educational agents, especially for returning out-of-school youth, is broad and varied. In a general sense, in-school youth are

simply encouraged to stay in school, and individual negotiations are taken up with school personnel, both locally within each school and centrally with the district, for assignment to appropriate educational programs. To date the relationship between Project YES and the Boston school system has been a co-operative one, which is in large part attributable to the prime sponsor's involvement of the schools in the varied initial stages of planning.

For out-of-school youth not desiring to return to a regular public school, the range of options is fairly wide. There are GED programs for older youth, for which the Boston project has managed to obtain waivers from the state department in order to enroll younger youth. There are adult basic education courses offered by the school system and by such agencies as the YWCA, ABCD, and Boston State College. There are alternative programs which have been developed by the prime sponsor's Youth Services Department, such as the Educational Collaborative (EDCO) program for 100 youth which links work experience and academic credit directly; a new in-school exemplary program also funded through EDCO by Youthwork Inc., which will serve an additional 50 Project YES enrollees; an expanded GED program for Hispanic youth with funding arranged through the State Manpower Services Council; and a combination skills training and education program at the Boston YWCA for young women interested in non-traditional occupations.

After several months of operation, the coordination and delivery of timely services into the complex program design began to break down, and to establish better coordination between the central management arm and the more decentralized service delivery staff, a reorganization took place. Three divisions were established -- administration, operations, and control (primarily information systems) -- each reporting through an associate manager to the program manager,

rather than all reporting directly to the program manager as before. The functioning of the newly reorganized management structure of Project YES, while opening up lines of communication and perhaps expanding the program's span of control, has not to date significantly altered the actual delivery of services to the youths.

As of March, 1979, the Boston Entitlement Program had a cumulative enrollment of 6,500 participants, of which 5,900 had been assigned to jobs and 1,300 participants had been terminated. Current active enrollment is approximately 5,200, with only about half of the participants actually assigned to a job and being paid. While Project YES has made significant gains in the areas of job development and quality of worksites and has established a progressive working relationship with the educational system, the program operation is significantly undercut by its inability to move individuals quickly from enrollment to job assignment. Presently, therefore, the innovative program features are outweighed by the cumbersome delivery system which is substantially curtailing the program's operation and progress. In response to this, a special task force was recently organized to identify program areas which required further support and/or modification.

Cincinnati, Ohio

Cincinnati's Entitlement area is the entire city of Cincinnati. The program's original goal for enrollment was 2,900 youth -- 2,300 in-school youth, 300 out-of-school youth and 300 in-school and out-of-school youth involved with the juvenile justice system. The program is centrally administered by the prime sponsor, with six subcontractors performing assigned operational functions . The prime sponsor created a separate administrative Entitlement unit

to implement and manage the program which coordinates the Entitlement functions of other prime sponsor units (finance, MIS, public relations) and monitors the performance of the six subcontractors.

Three of the six subcontractors--Cincinnati Public Schools (CPS), Cincinnati Institute of Justice (CIJ) and Citizen's Committee on Youth (CCY)--are responsible for recruitment (CPS in-school; CCY out-of-school; CIJ juvenile justice referrals) and intake, worksite development and placement, worksite monitoring, enforcement of educational standards and the information system management on those youth they recruit into the program. The other three subcontractors are the Greater Cincinnati Chamber of Commerce, which is responsible for the orientation of all referrals to the private-for-profit sector, development of and placement of youths into private-for-profit-sector worksites and monitoring of those worksites; the Cincinnati Community Chest and Council, which is responsible for job creation in 650 United Way agencies under their auspices and serves as a liaison between those agencies and the three intake agents; and Ohio Council 8 (American Federation of State, County and Municipal Employees), which is responsible for restructuring jobs so that a minimum wage can be paid to YIEPP participants, and monitors public-sector worksites to ensure that participants' job duties conform to the duties stated in their job descriptions. Council 8 also ensures that regular employees are not displaced by YIEPP participants.

One special feature of Cincinnati's Entitlement program includes a component designed to recruit youth affected by the juvenile justice system. Approximately 442 youth have been served to date. The majority of these participants are 16- or 17-year olds and have been recruited primarily from the Hamilton County Juvenile Court's Probation Department's residential facilities

and restitution programs. The remaining youth are 18- or 19-year olds and were recruited primarily from the Community Correctional Institution, the Municipal Court's Probation Department and the County's Welfare Department's STEP program (a job readiness program for welfare recipients, many of whom have criminal records).

Other special features include the Chamber of Commerce's two-week orientation program for all participants prior to placement on a private-for-profit-sector worksite. Orientation consists of individual aptitude testing, assistance in preparation of resumes, teaching of job interview techniques and youth actually undertaking job searches.

The program was slow in getting started. The Chamber of Commerce and Ohio Council 8 had virtually no prior experience working with CETA programs, and the subcontractors as a group had had little experience working together. The Cincinnati Public School system, the largest of the subcontractors, was having severe fiscal problems as the program started, and thus relegated all other issues, including the Entitlement program, to a less than priority status. Complex issues, such as adjusting students' school schedules to allow them to work a minimum of ten hours per week during the school year, were not adequately dealt with. In addition, the Entitlement unit in the prime sponsor's office had a difficult time in the early months coordinating and managing the various program components and numerous subcontractors.

The transition from the summer full-time employment program to the school year part-time employment brought with it a series of problems. Some of the worksites that were only available for summer employment closed and had to be replaced. Out-of-school and older youth were often reluctant to continue in Entitlement after the summer since school enrollment was required, and full-

time jobs were available through other CETA programs. In addition, a threatened school strike would have locked out 300 Entitlement participants working in the school, as well as shut down the schools' intake centers. The local public housing authority also ruled that Entitlement wages had to be taken into account in computing rent. For the most part, however, these problems were overcome or are being handled through negotiations with local agencies. The problem with out-of-school and older youths still persists, but there are efforts underway to increase recruitment efforts.

All of these issues, in addition to the ongoing complexity of the program, have made it necessary for the Cincinnati prime sponsor to make adjustments in its organizational structure and to strengthen its management and oversight capabilities. In addition, the prime sponsor is in the process of establishing in-service training programs to better discipline the subcontractors in their adherence to the Entitlement MIS and fiscal systems. Altogether, a Tier I program the actual size of this program -- around 2,000 youth -- is manageable, and with increased coordination and supervision, it should function relatively smoothly.

Denver, Colorado

The Denver Entitlement program encompasses the entire, coterminous city and county of Denver. Its approximately 480,000 population consists of 17 percent Hispanic and 9 percent Black residents. The Denver Employment and Training Administration (DETA, the city's CETA prime sponsor) is the managing agent for the Entitlement program. DETA projected enrollment to peak at 3,550 youths with 2,275 (or 65 percent) in-school youth and 1,275 (or 35 percent) out-of-school youth. DETA's program design included a plan to place 50 percent of its YIEPP participants in private-for-profit sector jobs, which jobs were to

be developed and overseen by the Denver office of the National Alliance of Businessmen (NAB).

DETA originally organized its internal Entitlement staff as a distinct unit within the prime sponsor organization. This unit (called Denver Earn and Learn, or DEAL) was headed by a project director who reported directly to the DETA administrator. The DETA unit's main responsibilities were eligibility determination, payroll processing, job development and placement in public and not-for-profit worksites, and management and coordination of the four subcontracts let by DETA for other significant areas of program operation.

Job development and placement in the private sector was subcontracted to Denver NAB; NAB was to place approximately 1,750 youth or 50 percent of the total projected enrollment. Prior to Entitlement, DETA had had no contractual relationship with NAB, and Denver NAB, therefore, had no direct, prior experience operating a CETA program component. It thus took a few months for this new relationship to begin to function efficiently. Currently, about 700 of the 2,000 active Entitlement youth are placed in private-sector jobs by NAB.

The Denver Public Schools (DPS) has the largest DETA subcontract (about $1 million) to provide special academic and career counseling services to Entitlement youths. DPS and DETA had cooperated prior to Entitlement on a few small projects, but the passage of the YEDPA legislation called for more extensive cooperation than had previously existed. The lack of a strong DPS/DETA relationship prior to YEDPA, therefore, has meant that these two agencies have spent considerable time in the Entitlement program learning each other's operating policies, procedures and organizational philosophies and constraints, often at the expense of a smoothly running Entitlement program. There have

been several instances where DPS and DETA did not see eye-to-eye on matters of contract definition, responsibility or budget. Attempts to straighten out this relationship continue even now.

The other two major subcontracts are for out-of-school youth recruitment and creation of special GED classes for out-of-school youth. Opportunities Industrialization Center (OIC) serves the Black community; SER-Jobs for Progress serves the Chicano community. Both of these CBOs had contractual relationships with DETA prior to Entitlement; in fact, the major part of their funds come from CETA monies to conduct outreach and operate vocational education, GED, and other CETA programs. However, these prior relationships have not resulted in smooth DETA-subcontractor relationships under the Entitlement subcontracts. Continuing issues regarding performance and reporting have been raised by all parties to these contracts.

DETA's internal Entitlement staff unit has undergone several reorganizations and changes in leadership. The first Entitlement director was terminated, the second promoted and the third has recently resigned. Exactly how the DETA Entitlement staff will be organized and directed is currently unresolved; several plans are under discussion. The lack of a stable and effectively functioning central DETA unit to manage and coordinate the various program components is a critical part of the Denver Entitlement program's inability to perform at contract goals and gain the support of the community and press.

DETA planned a fast start-up of Entitlement and attempted to enroll and place 2,500 youth in the first six weeks of program operation. By early April (six weeks from start-up), 1,200 youth were enrolled with only 200 placed in jobs. The Denver community went to the press, and the slowness of the job match process was front-page news for several weeks. By June, a

large number of youths were still awaiting assignment to their first job. The identification and placement (or termination) of these youths has taken several months.

Shortly thereafter, a payroll fraud was alleged, and that, too, was prominently covered by the news media. Though the fraud was later discovered to be minute in comparison with the total Entitlement program, it, along with the inability to place large numbers of youth in jobs in a timely fashion, has marked the program in the local community.

DETA has attempted to deal with these problems by a succession of new systems and management reorganization plans. They have tried to change the job responsibilities of the counselors and staff working closest to the youth, to provide for better quality services and to integrate various Entitlement functions, such as enrollment and eligibility, within the regular DETA organizational structure. Payroll and information reporting systems have been redesigned several times. Whether these changes, plus others being contemplated, will improve the program's performance is an open question at this point.

At the inception of program operations, cumbersome civil service requirements created some delays and difficulties in staff hiring. All DETA employees, with the exception of the administrator, must be hired from approved civil service lists. The intricacies of Entitlement require experienced, knowledgeable managers and capable staff. Persons with these qualifications are often difficult to locate from existing civil service lists, and staff turnover has been high. Most top mid-management positions have been filled at least twice. Adequate training for new staff is still a key need at the Denver Entitlement program.

Enrollment has fluctuated between approximately 1,600 to 1,800 partici-

pants, with about 200 (or 12 percent) out-of-school youth. Of those 1,600-1,800 enrolled, around 1,000-1,100 are actually working. The enrollment number is considerably lower than the 3,500 projected; the shortfall probably results from some combination of program operating difficulties and a reduction in the available pool of interested youth because of Denver's continuing low unemployment rate. The gap between the numbers enrolled and those on payroll is largely the result of the organizational, management and system problems which have plagued this site from the beginning. If these problems are systematically addressed and the program structure is stabilized, it should be reflected in a stronger Entitlement program in Denver.

Detroit, Michigan

The Detroit Entitlement program is operating in an area made up of the attendance zones of five central city senior high schools. Original estimates of over 10,500 eligible youth in the designated Entitlement area were used by the prime sponsor in estimating a program participation level of 6,000 youth.

The program began with the Detroit Public Schools (DPS) as the designated managing agent. Historically, DPS has operated other youth programs for the prime sponsor, including in-school Neighborhood Youth Corps, youth work experience, and approximately 50 percent of the SPEDY activities. Other organizations with existing relationships to the Detroit prime sponsor were also utilized in Entitlement. The Michigan Employment Security Commission signed a non-financial agreement to carry out project job assignments, and some community-based organizations, which had provided education services in existing CETA programs, were to make available similar services to out-of-school Entitlement youth as well as providing an alternative education component.

The program began to encounter problems soon after operations began. By the end of May, less than half the 2,200 enrolled Entitlement youth had been assigned jobs. To speed up job assignment, several basic program systems were short-circuited. As a consequence of this, many files and records were lost or left incomplete. By the middle of July a large number of youth listed in the payroll system were not receiving pay checks. For a period of several months there was no way to ascertain how many youth were working in Entitlement, or how many were enrolled and needed job assignment. During these systems breakdowns, it also became clear that the agencies with a major role in operating the Entitlement program were not in agreement over who was responsible for key program functions.

During the fall of 1978, the program came to a standstill, and all activity was halted until corrective action regarding program systems was implemented and key program functions were properly defined and assigned.

By early November, reconstruction and correction of participant files in each school intake center had been completed sufficiently for intake to resume. This process had taken approximately six weeks, during which time supplemental payrolls were used to correct pay inconsistencies from the summer. However, it became evident that no appropriate and workable agreement could be reached between the prime sponsor and DPS which would allow DPS to remain in its managing agent role. An agreement was reached between the prime sponsor and DPS to transfer all non-educational Entitlement responsibilities back to the prime sponsor, making the prime the managing agent. The restructuring of the prime's Entitlement unit to handle these added functions was scheduled in steps to be completed by early 1979. As a result of this decision, Detroit's submission of the Entitlement grant extension budget and narrative was delayed.

In the midst of these program changes, the Entitlement project manager was dismissed. The Manpower Department's MIS division director was named as interim project manager to serve until a decision on a permanent manager could be made.

With the lessening of the Detroit Public Schools' role in major Entitlement functions, a number of other organizational responsibility changes were instituted. The Chrysler Institute, which was initially providing only "World of Work" orientation for out-of-school youth, will now be handling virtually all Entitlement functions for such youth. Chrysler will be developing jobs for out-of-school youth and assigning them to appropriate alternative education slots, some of which Chrysler will supply. Michigan Employment Security will, in addition to providing job assignment services, be managing the Entitlement job bank, formerly under control of DPS. Regular Manpower Department divisions have increased their Entitlement-related activities. Personnel have been increased in order to handle payroll posting and check mailing, and MIS personnel will now be maintaining Entitlement master records formerly kept in each school intake center. The prime sponsor Entitlement unit itself has added a third assistant manager position to handle many of the daily operations responsibilities formerly conducted by public school staff. Included in the staff under the assistant manager will be former Board of Education personnel hired by the prime as part of its agreement with DPS in transferring management functions back to the prime.

By the end of February, 1979, sufficient structural and administrative changes had been made to allow focus to return to substantive issues. The

interim program director was made permanent Entitlement project manager in mid-February, and a grant extension proposal was submitted.

Program enrollments have remained at about 4,000 since September. The number of youth actually on worksites has remained below 2,000. Assignment of youth to jobs has been sporadic and severely affected by the organizational and management problems the program has experienced. When site placements were again initiated, the job bank was found lacking in sufficient numbers of late afternoon and weekend jobs. School schedules were inflexible at this late date.

Nonetheless, the Detroit prime sponsor continues to believe large numbers of Entitlement eligible youth can be brought into the program and placed into jobs in both greater quantity and in a more timely manner than up to now. The prime estimates that 5,700 youth will be enrolled by June 30, 1979 and over 4,000 actually placed on jobs. The program's performance to date warrants little optimism for these estimates, but a prolonged period of management stability and competence, along with properly implemented program systems, would make such a dramatic increase possible.

King-Snohomish (Seattle), Washington

The King-Snohomish Manpower Consortium (KSMC) serves a two-county labor market area in the state of Washington. Bounded on the west by Puget Sound and on the east by the Cascade Mountain range, the counties of King and Snohomish together comprise an area of 4,226 square miles. Population and industry generally are located in the western part of the two counties, with a significant concentration in and around the city of Seattle.

The consortium set up a special staff unit and project director to manage and coordinate the Entitlement program. This breaking out of staff on a program basis differed from the usual consortium practice, but consortium management felt it was warranted by the special nature of the Entitlement program, the size of the grant, and the more centralized administrative functions and substantial reporting requirements of the research design. Approximately six months (and several key staff resignations) later, King-Snohomish abandoned its project director and special unit approach and reverted to its former structure, whereby program functions are performed by appropriate line units within the consortium structure. The original approach had seemed justified because program start-up was so complex and demanding, but once functions became more routine, the decision-making and lines of authority were decentralized back into the various KSMC divisions. A coordinator's role has been maintained to ensure that Entitlement continues to be properly implemented within the consortium's management structure.

KSMC staff are not involved in the delivery of services to participants, and, by policy, the consortium does not engage directly in program operations. Manpower services are delivered through a network of more than 40 agencies that operate under contract to the consortium. KSMC's role has been to provide policy direction, plan basic program strategies, assign service delivery responsibilities, maintain the information system and monitor the performance of the program agents (subcontractors). In keeping with KSMC's usual pattern, major Entitlement responsibilities have been assigned to five agencies that are established operators of youth employment and training programs.

- Seattle Public Schools

  Seattle Public Schools operates and administers the Entitlement pro-

gram for in-school youth in the city of Seattle. This subcontractor draws its enrollees from regular high schools, alternative schools and other special programs in the Seattle Public School system.

- City of Seattle Out-of-School

Under its Department of Human Resources, the city of Seattle acts as program agent for the Youth Employment and Training Program (Title I/YETP for out-of-school youth), the SPEDY program and a YCCIP project. Responsibility for administering YIEPP for out-of-school youth in the Seattle area was given to the SPEDY program division. The city's CETA staff has a good relationship with program staff in Seattle Public Schools, and the two program agents have established coordinative linkages in administering YIEPP in the city of Seattle.

- King County

King County has acted as program agent for in-school and out-of-school youth employment and training programs for the past five years. Both in-school and out-of-school programs are housed under the county's Department of Youth Services, but the programs are managed separately, and each has its own staff. King County Out-Of-School Program administers YIEPP for out-of-school youth, and the In-School Program handles YIEPP for in-school youth. There are 17 school districts in King County, and both youth program agents deal directly with individual schools with regard to YIEPP implementation.

- Everett School District #2

Everett School District serves as the program agent for youth employment and training services to in-school youth in all of Snohomish County. Everett's in-school program has been administered under contract with KSMC since 1975, and it operates as a centralized staff unit and is separate from

other Everett School District programs.

- Passage Foundation (Formerly Snohomish County CAC)

The Snohomish County Community Action Council (CAC) has served as program agent, under KSMC contacts, since 1975. The consortium contracted with CAC to administer Entitlement for out-of-school youth in Snohomish County. CAC's Entitlement role required coordination with the Everett School District, which administers the in-school YIEPP. Following a long dispute with the CAC project director (which resulted in the agency's entire staff walking out in support of the director), the agency's board of directors decided to leave the manpower business altogether. The director and staff incorporated a new agency -- Passage Foundation -- which was selected to continue administering the Entitlement program.

KSMC's original program proposal included highly individualized services intended to increase the employability development of the youth participants. Once participant recruitment, intake and eligibility verification were completed, youth would be scheduled for the following features: needs assessment, orientation, and assignment to appropriate worksites. Also included were job rotation -- usually after six months -- counseling, life skills training, vocational exploration, job search or sampling, and skills training.

KSMC anticipated an enrollment of 1,400 youth in the first two months of operation and expected to develop an additional 1,500 school-year jobs by the end of the first quarter of program activity. KSMC's original plan for private-sector placements was small -- only about 5 percent of total program placements. It also planned a small number of above-minimum wage placements with private-sector employers.

Immediately prior to intake, KSMC launched an extensive public relations

campaign to notify local youth of the Entitlement program. This campaign included TV and radio public service announcements, newspaper coverage, presentations at local churches and CBOs, telephone hot-lines, and placards and posters on city buses. In spite of this, there was a limited initial response to the program.

Late spring and early summer were difficult months for the program. Program agents were experiencing as much as a three to four week turnaround time for verification of eligibility documentation. Also, out-of-school youth were not enrolling as expected. Some program agents had unique problems in hiring staff. Seattle Public Schools, for example, was bound by collective bargaining agreements, which made hiring a slow and cumbersome process.

Two KSMC program agents -- Seattle Public Schools and the Everett School District -- were affected by a strike that began in early September. The Everett School District's staff was not part of the bargaining unit and was, therefore, able to continue operations, but the Seattle Public School operations came to a standstill. A temporary injunction forced the teachers back to work after three weeks, but KSMC and its program agents kept operations running smoothly throughout the strike period.

Under-enrollment has been an area of concern for KSMC. This problem has been especially troublesome in dealing with the out-of-school program agents in general and the city of Seattle in particular. By September, the out-of-school program agents were generally well below the enrollment number for which they had contracted. Additionally, staff levels were maintained as if enrollment were on schedule. KSMC took steps to change this situation, using the then impending Entitlement extension/budget modification as a convenient time for altering staffing, enrollment patterns and overall contract goals for program

agents.

KSMC is increasing its efforts to enroll more out-of-school youth in Entitlement. As many as 70 percent of eligible out-of-school participants in certain parts of the Entitlement area are living independently of their families, and they are generally not attracted to YIEPP because of the low pay and limited (part-time) hours. KSMC and program agent job developers are actively seeking more private-sector (above-minimum wage) jobs for this group of potential participants.

The KSMC Entitlement program, though smaller than anticipated, is generally well managed and operated. Information system and reporting problems are minimal, and there appears to be good coordination between the consortium and its program agent subcontractors. Worksite development and placement has generally proceeded smoothly since the beginning of the program. Although the out-of-school enrollments continue to be lower than anticipated, KSMC is actively seeking new methods to increase them. Both consortium and program agent staffs are professional, organized and committed to individualized service delivery for their clientele, and all indications are that this program will continue to operate on an even keel.

Rural Mississippi

The Entitlement program in Mississippi covers 19 rural counties which span east-west across a southern portion of the state. The 19 county area is primarily rural and poor. There are only five cities within the Entitlement area with populations in excess of 10,000; none has a population in excess of 200,000. There are 28 separate school districts within the Entitlement area, each with its own superintendent. There are very few transportation

systems, either regional or local, outside of the local school bus system.

The original goal of the Mississippi Entitlement program was to enroll, at its peak, 8,100 youths and to then stabilize at around 7,500. Of this number, about 2,000 were to be out-of-school youth. The program planned to make 25 percent of all worksite placements in the private sector. Although this area of Mississippi had some functioning GED programs, they were not geographically spread and had limited slots. Therefore, a major Entitlement activity was to be the creation of alternative education centers located throughout the Entitlement area, with resources to accommodate a large number of YIEPP out-of-school participants who would not return to the regular public schools.

The Governor's Office of Job Development and Training (GOJDT), the balance of state prime sponsor, is the program manager and coordinator. Actual program implementation responsibilities have been subcontracted out. The largest subcontractor historically for CETA programs and currently for YIEPP is the Mississippi Employment Security Commission (ES). ES has at least one office in every county in the state and thus is the only existing institution with the capability, manpower and bureaucratic tradition to operate such a geographically spread-out program as Entitlement. ES has responsibility to process enrollments, develop worksites, make placements, process wage payments and provide orientation, vocational exposure and counseling to participants. The University of Southern Mississippi (USM) was to provide subcontracts with each of the local school districts to hire and supervise YIEPP school counselors. USM was also to design and establish alternative education centers for out-of-school youth, provide data processing service to GOJDT, and provide youth supportive services; i.e. transportation, child care, health services and an emergency loan fund. Four CBOs (community-based organizations which are

community action agencies approved by the County Boards of Supervisors) are responsible for recruiting out-of-school youth, hiring some worksite supervisors and monitoring worksites.

When the program was to begin in late April, 1978, there were many elements still not in place. The subcontracts had not been fully negotiated, and GOJDT had hired new and, for the most part, inexperienced staff to supplement its core staff. GOJDT decided, because of the vast area the program covered, that the subcontracts had to be in order and staff training completed before major program start-up, or it would be impossible to manage and operate the program effectively. Thus, early program development was slow and well behind the contract schedule.

By the end of August, there were about 4,500 youth on board. USM had, however, not established the alternative education centers until mid-July, so many of the out-of-school youth recruited by the CBOs before then could not enroll. How much this inability to provide services for out-of-school youth in the early stages has affected the continuing interest of these youth in Entitlement in unclear. Less than 250 of the first 4,500 enrollments were out-of-school youth.

The vast majority of worksites were in the public sector; the emphasis was on getting youth on board, using the reliable SPEDY sites and methods. Private-sector site development and placement, in which private firms were to reimburse 25 percent of the youths' wages, went very slowly at first because of delays in setting up a mechanism to properly bill and collect these payments. These were not in place and operational until late August, and at that time private sector placements began to increase, although they are still far short of the 25 percent goal.

The transition from summer to fall presented problems in a variety of areas. Many of the worksites used during the summer could not accommodate the same number of participants for part-time work. Although private-for-profit worksites were being developed, the jobs were, for the most part, in small businesses and could accommodate only one or two youths; this took a disproportionate amount of staff effort for the number of placements involved. Supportive services floundered, and the lack of transportation and child-care facilities severely hampered participation. By October, there were 900 participants in holding status and about 300 who had never been assigned to a worksite. Another problem was that school hours were inflexible; youth who wanted to work simply were not able to get to the worksites in time to complete the minimum 10 hours per week. Supervisors, in many cases teachers or others who had the summer available, now returned to their regular jobs. The lack of supervisors hampered the utilization of otherwise acceptable worksite jobs.

GOJDT spent much of the fall and winter trying to resolve these problems. By the end of December, it was clear to GOJDT that USM was having great difficulty providing the services that it had been contracted to provide, and negotiations were opened to resolve the difficulties. It was agreed that USM would withdraw from the program entirely.

The CBOs were given the subcontract for transportation during the fall. Effective June 1, 1979, the South East Mississippi Community Action Agency, one of the CBOs, will be the responsible agent for the alternative education centers, and all of the CBOs will handle child care and health services in their area. The data system services will be provided by a professional service contractor who already provides such services to GOJDT. It is expected

that this transition will be completed smoothly.

GOJDT met with ES, MDRC and a representative from central DOL to work out the job development and placement problems. ES is now committed to aggressive development of more worksites, particularly in the private sector. More supervisors (82 slots) are also budgeted for use in Entitlement. GOJDT, in addition, has the requirement that, during any month when the number of "hold" or "unassigned" reach more than 15 percent of the number enrolled, ES is to submit documentation on each youth and the job development and assignment efforts made.

GOJDT Field Services division had, by the end of January, completed its second round of monitoring visits; i.e. with all ES offices, all CBOs, all alternative education centers, all YIEPP school counselors and a random sample of over 300 worksites. There are problems, but for the most part they are minor and have been resolved on the local level.

The worksites are clearly representative of the kinds of jobs available in this predominantly rural area: hospitals, schools, small businesses, some work in agriculture, court houses, etc. (primarily service and clerical). The supervisory ratio is now acceptable, and the job content meets the legislative requirement that it not be "makework."

The Mississippi Entitlement program has had the kind and volume of problems that could be expected in a program of this size and area. However, the early decision to proceed slowly, the well-established office network of ES throughout the area, the CBOs' programmatic competence, and GOJDT's ability to effectively monitor the subcontractors' activities and their push for timely resolution of problems have combined to produce a generally well-managed and well-operated program.

Alachua County, Florida

The Alachua County Entitlement area consists of two contiguous school districts. One is predominantly urban and extends across the eastern portion of the city of Gainesville. The other centers around the small village of Hawthorne, 25 miles from Gainesville, and includes most of the eastern third of the county. The majority of Entitlement participants attend one of two high schools in the area. Some attend an alternative school for the emotionally disturbed or retarded while the remainder are sprinkled among a university lab school, two other city high schools, a community college high school and an adult education center.

Alachua County originally projected serving 313 youth, a significant portion of whom were expected to be high school drop-outs. Consistently lower-than-anticipated enrollment levels prompted the county in late 1978 to revise its highest projected slot level to 218. At the same time the county lowered its projections for enrollment of drop-outs to 5 percent of all participants.

The program has three innovations: on-the-job training in the private sector, referral of and participation by youths involved with the juvenile justice system, and special career development activities. The career development activities include a comprehensive "world of work" orientation before initial job assignments and weekly or biweekly group counseling sessions. During 1979, many of the career development activities have been folded into monthly career day programs which have addressed such topics as higher education and financial aid applications, the local employment outlook, and nontraditional jobs for men and women. Alachua County has also experimented

with a peer counseling component.

Like most CETA programs funded in the county, Entitlement is operated by the prime sponsor. YIEPP funds are also used to support a CETA liaison position at the Alachua County School Board. The CETA liaison verifies school enrollment, monitors academic performance and attendance standards and assists with in-school as well as out-of-school recruitment. Previous contact with school board personnel was limited primarily to the Summer Program for Economically Disadvantaged Youth (SPEDY). School personnel often worked as counselors in the program, and administrative offices were housed in school facilities. Entitlement has forged a closer relationship between the urban schools and the CETA program and, in Hawthorne, has precipitated a relationship which did not previously exist.

Recruitment activities have been most successful with in-school participants. Outreach to out-of-school youth has included three letter-writing campaigns by the school board CETA liaison, requests for referrals from a variety of community agencies, home visitations and the usual public media announcements. Nevertheless, out-of-school enrollment has been minimal. It is uncertain whether local school board policies which strongly encourage drop-outs to return to the traditional high schools have significantly contributed to the low out-of-school participation level.

Job development has been a continuing problem in Alachua County. While the supply of jobs in the Gainesville area has tended to stay ahead of demand, in the rural areas, where public agencies are few and private businesses are small and unstable, the supply of jobs has barely kept pace with demand. During the 1978 summer component, nearly 50 custodial and groundskeeper positions were created in the Hawthorne public schools in order to assure a job for every

participant. Through normal attrition and stepped-up development activities, the county was able to move many of the rural participants into more meaningful worksites by early fall. Shortly thereafter, however, enrollment began to climb again, and some of the rural employers either dropped out of the program or cut back on their slot commitments due to declining business profits. As a result, in early 1979, the prime sponsor initiated a special bus service to transport a portion of participants from the rural areas to and from worksites in Gainesville.

Although Alachua County attempts to match participants with jobs related to their career interests, the tight job supply has made this particularly difficult to accomplish in Hawthorne. Recently the program adopted a new job match policy which gives preference to seniors who do not expect to go on to higher education. Such participants are assigned to public or private employers who are either likely to be able to hire the youth permanently or able to train them in occupations which are in high demand in the county.

The Entitlement program has made steady progress in increasing the flexibility of the school systems in order to further the goals of the Entitlement program. Teachers have agreed to submit monthly evaluations of academic performance, and the CETA liaison has devised a way to provide weekly attendance data. In the rural area, school officials have allowed Entitlement youth to leave school 15 minutes early to catch public transportation to work. School policies which formerly prevented youth from being in the school building after recess have been modified so that Entitlement youth may remain to work as teachers' aides. In addition, Entitlement youth have been encouraged to enroll in distributive and cooperative education programs so that they may receive academic credit for their Entitlement work experience.

As of March 1, 1979, the program had served a total of 284 youth, 143 of whom remained in an active enrollment status. Thirty juvenile justice referrals had been served in all. With most of its early operational problems resolved, the program has been focusing increasingly in 1979 on improving the quality of program services, including both the career development activities and work experience.

The major challenge facing Alachua County in the next few months will be making the wage subsidy reduction plan, scheduled for implementation in March, function properly. Alachua County's plan calls for private employers to pay half of the participants' wages after the youths have completed one-half of their expected terms in the Entitlement jobs. Employers are also asked to hire the youths permanently when they finish the Entitlement experience. Although as many as 18 OJT slots have been filled at various times prior to implementation of the subsidy reduction plan, on March 1 only seven youths were working at OJT worksites. Alachua County's goal is to have 20 slots developed under the reduction plan by the end of 1979.

Albuquerque, New Mexico

The Albuquerque Entitlement area consists of the Albuquerque High School District, a large and widespread geographical area with approximately 35,000 residents living in neighborhoods ranging from extreme poverty to affluence.

The prime sponsor is the City of Albuquerque-Bernalillo County Consortium, Office of Comprehensive Employment and Training Administration (OCETA). The bulk of youth program operations, including Entitlement, is subcontracted by OCETA to the Albuquerque Public School (APS). The relationship between OCETA and APS is long-standing and has been quite successful. APS is the pro-

gram agent and operator for Entitlement, and all Entitlement staff are APS employees. There are no other subcontractors.

The two major providers of YIEPP worksites in Albuquerque are Kirtland Air Force Base and the University of New Mexico. Both have been previously involved in youth programs, and their personnel are supportive of the Entitlement program. The YIEPP staff has also gradually developed an additional 21 small worksites representing 94 jobs. Albuquerque uses only non-profit or public worksites for Entitlement and has experienced no problem in finding an adequate supply of job sites.

The delay in start-up in the spring of 1978 caused two specific problems. Since the school semester had started, rearranging student schedules for early release in time to reach worksites each day was not possible. Further, certain worksites that had been developed earlier simply lost interest, and these jobs were no longer available when participants started work on March 20. Despite the delay and attendant problems, the program started off at a reasonably good pace.

Albuquerque covered the Entitlement area through a variety of methods for outreach and recruitment. The methods used included posters and announcements at Albuquerque High School, direct mail to all students at the high school and the use of related and interested governmental agencies for referrals. Although it originally took several months to reach projected enrollment, these efforts have been and continue to be successful in attracting adequate numbers of youth.

Albuquerque met its original YIEPP enrollment goal of 443 during the summer of 1978. The summer program had 353 active participants, and by its conclusion in late July, 61 had graduated from high school. The transition

from full-time to part-time work experience went smoothly in the fall because school administrators were more willing to adjust schedules for YIEPP participants in order to accommodate work schedules. The increased cooperation between school and Entitlement staffs has also resulted in the YIEPP staff becoming an integral part of the Albuquerque High system for monitoring attendance and academic performance of YIEPP participants.

At the beginning of the fall semester, Albuquerque added two YIEPP counselors to the four already on staff. This resulted in a reduction of average caseloads and has improved both the amount and the quality of time counselors spend with individual YIEPP participants.

The level of activity during the fall semester remained close to anticipated goals. The second semester started on January 26 with a 20 percent increase in active enrollment. A direct bus service between Albuquerque High and Kirtland Air Force Base was started in January to alleviate a major transportation problem for YIEPP participants. This bus service, along with the increased attention to individual participants and the natural maturing of the program, have all contributed to its continuing growth.

As of March 1, 1979, Albuquerque's Entitlement program remained on target with 366 active participants. The program continues to operate with relatively few problems. The relationship between OCETA and APS remains strong and an excellent example of linkages between a prime sponsor and a local educational system. A change in OCETA directors during the summer and a change of YIEPP coordinators during the fall had no adverse impact on the Entitlement program.

One innovative feature of Albuquerque's Entitlement program is a component for teenage parents. Many of these young women attend the New Futures School,

a nationally recognized program for teenage parents. Albuquerque has received a grant from the United States Department of Health, Education and Welfare to provide additional supportive services to this target group. Since New Futures currently provides only limited infant-care facilities, the child-care program will afford considerably more opportunity for teenage parents to accept work and to continue their schooling. Through February, over 30 teenage parents had participated in Albuquerque's Entitlement program.

The second innovation is an Occupational and Career Training Program. All Albuquerque Entitlement participants attend a weekly one-hour career guidance class taught by the YIEPP counselors. Topics include "world of work" orientation, methods of seeking employment, job application completion techniques, interview techniques as well as information on such matters as labor laws, vocational training and college education. The YIEPP coordinator and counselors are continuing their efforts to further develop and refine this curriculum. Students receive academic credit for satisfactory participation in this class combined with satisfactory job performance. A combination of 180 hours of work and class hours earns one school credit per semester toward graduation. YIEPP participants will generally take four courses at school, with this Entitlement activity providing the fifth credit. Many of the 61 Albuquerque Entitlement graduates would not have had sufficient credits for graduation from high school without this program and these credits.

Berkeley, California

The Berkeley Entitlement program, which serves the entire city of Berkeley, is jointly operated by the city's Youth Employment Service (YES) and a special component of the Berkeley Unified School District (BUSD). Berkeley's Office

of Employment and Community Programs (OECP), the local CETA administrator, provides coordination and monitoring, MIS and fiscal services to the program. The major innovation is this "side-by-side" program implementation, with counselors from the BUSD and YES components working together with each youth on orientation, job placement and the monitoring and enforcement of program educational, attendance and work performance standards. This coordination by the city and the school for the delivery of services to youth began with the advent of YEDPA, and the co-delivery of program services for YIEPP is one of the program's strengths. There are two subcontractors who have worked previously with OECP. The State Employment Development Department handles intake and certification at the program's headquarters, while VISTA College (formerly Peralta College for Non-Traditional Studies) provides GED and counseling for the older out-of-school youth.

Originally, based on 70 percent of the lower living standard, Berkeley had estimated the rate of participation to be 500 in-school and 300 out-of-school youth. Gearing the program to the correct eligibility criterion, they had enrolled 503 in-school youth and 12 out-of-school youth into GED programs by the beginning of September. As of March, there were 786 in-school and 70 out-of-school ever enrolled, of whom 622 are actively participating in the program. Out-of-school youth were recruited into the program last fall with the help of the Young Adult Project. They attend GED classes at Berkeley Adult School and Vista College, which has a special program for the older drop-outs.

Proposition 13, passed early in June, caused a major staff shift at OECP, including the closing or consolidation of many departments, layoffs and transfer of senior staff into lower level positions. Job insecurity and general

confusion led to a slowdown in all phases of Entitlement program operations. While the BUSD Entitlement staff has remained stable, the YES staff has not. Counselors, in charge of part of orientation and placement, counseling and worksite supervision, have been changed every few months. This has led to confusion as to staff roles and responsibilities, and many youth were lost or dropped out of the program because there was little continuous contact with them. The original YES director was replaced this March, and the new director is reorganizing the staff, setting up internal monitoring systems and re-organizing staff responsibilities.

One of the areas hit hardest by Proposition 13 was job development and placement. About 300 public-sector jobs were lost due to agency closings just prior to the layoff of the program's two job developers. The program thus had to develop additional slots within existing worksites, which lowered the overall quality of the jobs. Placement itself was delayed so that the summer component only had an average of 360 youth employed weekly. The loss was recouped by the fall, and there is now a reserve cushion of Entitlement jobs. The overall fiscal and management difficulties caused by Proposition 13 led Berkeley to postpone the development of a proposed private-sector plan until this spring.

One of Berkeley's major innovations experienced serious problems when it was implemented last fall. Each youth was to have a side-by-side counseling session every six weeks with his YES and BUSD counselor in order to evaluate his school and worksite performance and attendance, according to the Participant Performance Agreement which is filled out at enrollment. The difficulty in scheduling these conferences resulted in only 60 such sessions being held

by the end of December. In January, corrective action was taken and by March, an evaluation covering the first two grading periods had been done for all youth active in the program.

Six hundred and five youth have taken the series of three career assessments which are part of the orientation process. Another part of the orientation, the reading assessment, has been taken by 530 youth. Youth whose grades demonstrated a high proficiency in reading are exempt from the test, and additional tutoring is available for those with poor skills. Youth are paid ten hours' wages for the time spent in orientation, and this has helped to keep them in the program while they wait to begin work, which can take up to four weeks from certification.

In spite of early administrative confusion, inability to coordinate program components and the effects of Proposition 13, the program has steadily imporved. If current performance and management plans are carried through, the program should be able to administer this fairly large Tier II site in good fashion and deliver the highly individualized services as planned.

Hillsborough County/Nashua, New Hampshire

The Entitlement area is contiguous with the city limits of Nashua, a small industrial city in southern New Hampshire. The population of the area and, therefore, participants in the program are almost all white. The city is served by one high school and has no mass transit system. Lack of transportation has been one of the major problems encountered.

The original total enrollment projection was 329 youth. The projection was revised in late 1978 to 132. Actual enrollment as of March 1979 was 103. The Hillsborough County Entitlement program is administered by Southern New

Hampshire Services, Inc. (SNHS), a non-profit Community Action Program (CAP) agency which administers Hillsborough County CETA programs. Entitlement and all other programs are generally administered in-house; in Entitlement only alternative education and job development are contracted out.

The Entitlement program is operated by an almost self-sufficient satellite staff in Nashua, while the main agency offices are 30 miles away in Goffstown. The Entitlement staff recently moved to a multi-program office with other SNHS satellite offices also located in Nashua. In addition to saving maintenance costs, the move encourages more inter-programmatic services. Two Entitlement offices are also located at Nashua High School.

Because of the high percentage of private-sector jobs intended in this Entitlement program, the local Chamber of Commerce has been contracted to act as job developer and employer liaison. One Chamber staff member is employed full-time by the Entitlement program. The relationship is a new one, but because of the close political and social nature of the community, the actors are familiar with one another and work well together. Alternative education is contracted out to Nashua Adult Learning Center, on a non-financial basis. The Entitlement program also contracts with the center on a financial basis to conduct a clerical training class.

The program's formal innovative features are vocational training, counseling and private-sector involvement. The extent of private-sector involvement was projected at 80 percent; the actual percentage has fluctuated between 60 and 80. Vocational training is offered in the form of a clerical skills class, and vocational counseling is conducted individually and in group career awareness programs. These activities include talks by guest speakers and

augment the administration of the COATS employability and aptitude testing to be used as a springboard for other activities.

Processing of the COATS tests can take up to six weeks. The program opted for a two-staged job match process, rather than putting the youth on hold while awaiting the results. Initially job matching is done using informal placements based on the interests the youth indicates. When the test results are in, the youth is placed again, in a job more compatible with the test results. Jobs are custom designed for each participant by the Chamber job developer.

The Entitlement-school system relationship was somewhat rocky to begin with when school counselors realized that Entitlement counselors would maintain offices at the school and see students more often than they did. The relationship has since eased into a cooperative effort, and the school counselors now help the Entitlement counselors collect and record grades in administering local Entitlement academic standards.

Recruitment activities have been extensive, but enrollment is still lower than hoped. There are approximately 25 previously out-of-school youth participating, and the advent of warm weather may make their recruitment easier. Overall, enrollment has increased only slowly during the winter months.

This small program has operated smoothly to date, and the problems that have arisen have been resolved through the cooperative efforts of the involved agencies. Its major challenge is to keep enrollment at a high enough level to justify the services offered.

Miami Valley/Dayton, Ohio

The Entitlement area in Dayton consists of one census tract from a pre-

dominantly Black residential area. Although the majority of participants attend a high school located just outside the Entitlement zone, enrollees can and do attend any of a dozen public or private high schools in the city. Out-of-school enrollment has been low at about 5 percent, and all out-of-school youth have been easily accommodated by the adult education center.

The Entitlement grant was first awarded to the Miami Valley Manpower Consortium. In October, 1978, the program was transferred to the city of Dayton which had become an independent prime sponsor. Throughout the life of the project, the managing agent has been the Dayton School Board. The School Board has a history of administering employment programs for youth and currently operates most of the city's youth projects. Management of the OJT component, the program's innovation, was subcontracted to the Dayton Urban League. While the Urban League had some previous experience in developing OJT positions for youth, it had far more expertise in developing jobs for adults. The Entitlement project represents the first time the two agencies have collaborated on a contractual basis.

Although the project originally projected serving 140 youth, in late 1978 the city revised its projected slot level downward to 87 youth. Low enrollment has been a continuing problem, causing management costs to run disproportionately high. Although it was anticipated that 20 OJT slots could be filled quickly after project implementation, six has been the maximum number filled at any one time.

Recruitment efforts have been intermittently intensive, but with disappointing results. By the end of 1978, the Entitlement area had been canvassed several times, using school board lists of 15- to 19-year olds living in the Entitlement area. Door-to-door recruitment as well as public media

announcements have been utilized. Since September, new enrollments have been trickling in, a few each month, barely keeping ahead of program terminations.

Job development and job matching processes for public sector jobs have gone smoothly, primarily due to the low number of enrollments. Only minimal public sector job development activity has occurred since the beginning of the program, and usually only to accommodate the special needs of the handicapped or other youth with unusual problems.

Job development and job matching processes within the OJT component have been problematic in spite of the low number of enrollees. Some of the first OJT jobs developed by the Urban League have yet to be filled, since no participants having the required vocational interests have enrolled in the program. Initially, the Urban League planned on developing a pool of OJT jobs to which eligible youth would be matched. The low enrollment levels quickly made this approach unworkable, and for the last six months, the League has been using a reverse approach which first assesses the vocational interests of the OJT candidate and then develops an appropriate private-sector job.

A variety of other OJT problems have been encountered as well. In addition to those associated with some of the youths not being ready to meet the higher expectations of the private employers, there have been the usual logistical difficulties, such as transportation, seasonal workloads, and the like. The program agents have not been able to easily resolve these problems despite the small numbers involved. All in all the OJT component has been Dayton's second largest problem. On the positive side, the OJT component has offered to its few participants higher wages and better training and work experience than many public worksites.

Within the next few months Dayton expects to receive school board approval

for granting academic credit for Entitlement work experience to all participants. Up to now only those youth in special vocational or cooperative education courses have received credit for Entitlement work. The new policy will award 1/4 credit for every 40 hours of work.

By March, 1979, a total of 66 youth had been served, and 48 remained in an active status. By March only five youth were working in the OJT component.

Monterey County, California

The Monterey County CETA prime sponsor administers a Tier II Entitlement program for a projected 193 participants. The Monterey County Youth Corps, a division of the Monterey office of Education and the program delivery agent for CETA Title I and III SPEDY youth programs, is the program's managing agent. The Gonzalez High School District defines the geographic area for this project, which encompasses the three townships of Soledad, Gonzalez and Chular. The innovative feature proposed by Monterey CETA was to enhance the possibility of migrant youth breaking the "migrant cycle" by virtue of better access to equal educational opportunities with monetary support through employment. The projected 193 participants were divided between 159 in-school and 34 out-of-school youth.

The entire Entitlement operation is housed in Gonzalez High School and administered by a project supervisor who reports directly to the Youth Corps project director. The project has run quite smoothly from the outset. As of the end of March, 1979, Monterey had enrolled a total of 246 eligibles. The current enrollment is at about 140 participants. At greater variance from project goals, however, are enrollment levels of out-of-school and migrant youth. There have been to date only 23 returning drop-outs ever enrolled in this project. Gonzalez High School created a special three-hour "Continuation School"

course for those returning students who would not be permitted to re-enter regular school classes, or who could or would not attend evening GED classes. This special offering has been dropped because of the effects of Proposition 13.

The special feature of the program has not worked as planned on the target population of migrant youth. There are no migrants now enrolled, and there were only two ever in the program. Migrant trends in this heavily unionized California agricultural area are changing. Minimum farm wages are higher than the federal minimum wage standard. The migration of whole families is diminishing; often only the father travels and opportunities for traveling with a large company are increasing. Crops were up last year in the Entitlement area, and work relatively plentiful. Unless the agricultural employment availability decreases in 1979, this target group will most likely remain ineligible, according to the income guidelines.

Proposition 13 created a shortage of worksites in the public sector for all of Monterey CETA. As a result, the Entitlement program agreed to place displaced and new participants in private-sector worksites, thereby freeing up remaining public-sector worksites for other CETA programs, who cannot utilize the private sector. This arrangement has worked well, particularly since the work experience gained by enrollees in the small, primarily family-owned-and-run businesses provides solid vocational and social skills to Entitlement youth. As of September, 1978, Monterey had placed 68 percent of its participants on private-for-profit sector worksites.

This project operated smoothly since its inception, with close management and excellent worksite supervision. Enrollment is steady at about 140 participants, but the percentage of enrolled youth on payroll could be raised and probably will be at varying times, during breaks in the school-year sports

schedule, for example. Employment placement is now centered in the private sector, and current plans are to continue this practice.

New York, New York

The Tier II New York Entitlement program is located primarily in the Crown Heights section of Brooklyn, but also includes an adjacent portion of the Brownsville area. The Entitlement area is interspersed with numerous small businesses, has several large hospital complexes, and is near the downtown section of Brooklyn, which has a large shopping area. The program projected an enrollment of approximately 400 youths.

New York City's Department of Employment (DOE), the prime sponsor, acts as the managing agent for the Entitlement program. Management of the Entitlement program is through a special unit set up under the overall jurisdiction of DOE. The Entitlement director reports directly to the DOE assistant commissioner in charge of CETA Title III Youth Employment Programs.

New York originally planned three major innovations for their Entitlement program: two were the targeting of special populations (unwed mothers/single parents and juvenile offenders); the third was to develop about 20 percent of the worksites in the private sector.

The unwed mothers/single parents program was designed to give eligible teenage parents a chance to return to school and participate in the Entitlement program. A program for unwed mothers has been ongoing for some time at High School Redirection (HRS), which agreed to incorporate an additional 25 unwed mothers eligible for Entitlement. To date, there are approximately 18 students enrolled in the single parent program. Extra recruitment has been undertaken, using Planned Parenthood, neighborhood clinics and community

organizations as sources of referrals.

The three-to-six age limit for children at HSR child-care facilities proved to be an obstacle for many single parents eligible for Entitlement. A single parent with a child younger than three years of age had few alternatives. To combat this problem, the Entitlement program applied for, and was awarded, a grant from HEW to start an Infant Care Center for children between the ages of two months and three years, to be housed in or near the Entitlement offices. The center is intended to provide child care and also serve as a youth worksite. The HEW grant has been approved, but implementation has been delayed. Start-up is now projected for June.

The program has had some difficulty implementing the juvenile offender program; this has been primarily a recruitment problem. At present, there are 36 youthful ex-offenders enrolled. Only four of these, however, were referred by the state Division for Youth which was originally proposed as the principal referral agency. Difficulties in establishing reliable referral relationships have resulted in a de facto phase-out of this innovative feature.

The private-sector worksites have worked well. Because of other YEDPA programs in the area which offer funding for public worksites, the program has had an easier time developing private-sector worksites. As a result, the program has had no trouble reaching the 20 percent private-sector goal. Program staff judge that private worksites generally provide better quality supervision and assignments as compared with the public ones.

Initially it was projected that the majority (about 75 percent) of the youth would attend Wingate High School in the Entitlement area. Once school enrollment began in the fall, however, it was discovered that only 40 percent were at Wingate, the remainder being scattered among 60 high schools in all

five New York boroughs. Additional staff had to be hired to cover this spread. A letter of commitment from the Chancellor of the Board of Education was obtained, assuring a coordination of effort between the schools and the prime.

The Peer Homework Helper program, a special adaptation for the 1978-79 school year, was developed by the Entitlement staff for youth who need tutorial help in their course work. The program is also a worksite for the Entitlement youth who are acting as tutors. The response to this innovation has been excellent, and the program hopes to expand the services, using enrichment funds.

New York City has implemented a very low-key recruitment campaign since the program's initiation. The initial response to the program was so overwhelming that referrals from school counselors, community organizations and word of mouth have been sufficient. Ever since the program got fully underway during the summer, enrollments have been at or above the projected level. To date, New York has enrolled 681 youth and terminated 113, leaving 568 currently in the program.

Philadelphia, Pennsylvania

The Entitlement area is located in School District Four in North Philadelphia in a community which is made up almost entirely of Black residents. While there is some lower middle-class housing, the area is primarily made up of public housing units, unrenovated private housing, factories and two miles of railroad track. The area is only half residential, and the public housing units have remained 40 percent empty since the program's beginning.

The original program plans projected an eventual total enrollment of 292, but the projection was reduced to 166 in late 1978. The actual enrollment as

of March 31, 1979 was 145. The original projections did not include a breakdown between out-of-school and in-school youth, but there have never been more than 12 previously out-of-school youth enrolled in the program. The formal program innovations are participation in local unions and substantial private-sector involvement.

The Philadelphia Entitlement program is operated under the auspices of the city's Area Manpower Planning Council (AMPC), as are the rest of the metropolitan CETA programs. The prime sponsor contracts out Entitlement and all but one of its other programs. Although AMPC remains active through general program oversignt and monitoring, the Philadelphia School District is the managing agent. The Council for Revitalization for Employment and Industry in Philadelphia has a subcontract to perform job development and job-related counseling and to act as an employer liaison.

The school district also manages the Philadelphia YETP program, which is housed in the same building as Entitlement. Since AMPC depends so heavily upon contractors and the district already operates similar school/work programs, the district was considered to be a logical choice to manage Entitlement. However, AMPC is concerned that the program management is not now as effective as it could be; so this structure may soon be changed pending the conclusions reached by a consulting agency that is now studying the program and its management.

The prime sponsor's relationship with the Council for Revitalization for Employment and Industry in Philadelphia is a newer linkage, but the Council now has obtained a second, direct contract from AMPC. While the Council operates its own service programs, it has had no previous manpower contracts. Entitle-

ment also marks the first time the school district and the council have worked together.

A slow start-up caused the school district to try to enroll large numbers of students in the quickest manner possible. The result is that the overwhelming majority of participants are in-school youth. Later efforts to recruit out-of-school youth have yielded little success. Recruitment methods that have since been used include a van and bullhorn, pamphlets, radio announcements and door-to-door canvassing. According to program staff, out-of-school youth seem to be dissuaded by the limited amount of working hours available through the program, since many are financially responsible for themselves.

Job development and matching are handled by the Council. After an informal assessment is made, a youth is matched with a job from the job bank. Interest as well as skill is a factor during placement, but is not always the determining factor. The process is relatively efficient; the backlog of unplaced participants is usually small. Originally, the local unions were concerned that Entitlement youth would displace adult workers, but most of those early fears have been allayed.

Since the school district is the managing agent, some concessions have been more easily obtained than might otherwise have been the case. Staff members have regular access to school records, meeting rooms and facilities. They receive daily attendance printouts from each involved school. But on bigger issues that involve policy change, such as early dismissal or academic credit for the Entitlement experience, the small size and relative unimportance of the program become apparent.

Some problems, such as school and worksite standards and union cooperation, have been resolved. Others, such as high management costs and unproductive inter-agency relationships, are now being worked on. The lack of out-

of-school youth remains a problem that program staff are trying to remedy through more attractive jobs and services.

Steuben County, New York

The seven contiguous school districts in rural Steuben County which make up the Entitlement area were chosen because they are not substantially served by the county's other manpower programs. The worksites developed for the youth reflect the limited job and training prospects the area provides, and the program's desire to provide innovative and interesting work situations: painting and pottery, theater work, forestry and a few work experience jobs in the public sector.

Steuben County CETA administers the Entitlement project from an outstationed YIEPP office in Addison. This office is responsible for recruitment and enrollment, job development and some counseling. Subcontracted functions include certification, done by the N.Y. State Employment Service and payroll, done by SCEOP, a local Community Action Program (CAP) agency. Alternative education is provided under subcontract to a state agency (BOCES), and counseling is done by Rural Farm Workers, Inc. Corning Community College provides the children's and mobile theater worksites, and the N.Y. State Department of Environmental Conservation sponsors the forestry worksites. All subcontracts are coordinated and monitored by the Entitlement coordinator and the CETA administrator, and all of the agencies have been utilized in the past for other CETA programs.

The program got off to a slow start with only the sociodrama worksites operating during the first part-time component. Besides a low active enrollment of 50 youth, the worksite was unpopular with the youth and the community;

although it was discontinued in the summer, its negative effects were felt for a long time. Later, theater and forestry and art worksites were added in different parts of the Entitlement area, which offered participants a greater choice and eased the problem of transportation between home, school and the job. Twenty-five jobs were developed in the area's schools and public agencies, and these are the only program jobs which are not run and supervised by full-time Entitlement staff. There are enough jobs for all the participants, and more will be developed in the next year to provide for increased enrollment.

Recruitment and enrollment were problematic at start-up, due to a misunderstanding of the income eligibility criteria and the resulting expenditure of energy on trying to enlarge the Entitlement area. A new program coordinator was hired in the early summer, and he has vigorously recruited participants, using the media, referrals from public agencies and word-of-mouth. The program originally planned to serve 240 youth based on 70 percent of the lower living standard, about 40 percent of whom were to be out-of-school. Using the OMB guidelines, Steuben has managed to enroll 210 youth, including 40 out-of-schoolers, and as of March, 1979, there were 137 participants on board.

The seven participating schools were not initially enthusiastic about Entitlement. Relations between the program and the schools have greatly improved over the year, and there have been no problems in obtaining regular participant grades. The GED classes are now held in two locations at opposite ends of the Entitlement area to ease transportation, and four youths have passed the GED exam to date.

The counseling program was put in place in September and has made a qualitative difference in the program for the participants. The four counselors have taken youth to visit large area employers and local colleges to expand

their awareness of post-program opportunities. The counselors see the youth on the worksites several times a week, and are responsible for monitoring their work and school performance and attendance. Three formal evaluations have been done to date, and almost all the youth have met the program standards. Those who did not, received remedial tutoring and a temporary reduction in their work hours until they brought their school grades up to par.

This Entitlement program has improved considerably over the past year. Enrollments are up, and terminations are down; there are enough jobs for the participants and the transportation problems, though inherent in a rural program, have been diminished. Entitlement is now viewed by the community residents as a benefit, and should continue to be so through the end of the demonstration.

Syracuse, New York

Syracuse is one of the two Tier II sites where the Entitlement area comprises the entire city. The Entitlement area is comparable to the school district lines, since both are coterminous with the city limits. Original estimates indicated that there were 1,875 Entitlement-eligible youth in Syracuse, of whom about 1,238 could be expected to participate in YIEPP. Out-of-school enrollment projections were intentionally kept low (10 percent of the estimated eligible drop-out population) because of the availability of other competing programs for out-of-school youth.

The Entitlement program is administered through the Office of Federal and State Aid Coordination (OFSAC), which was created seven years ago to faciliate the coordinated use of funds for the delivery of human services in the city of Syracuse. The function of this office is to review and coordinate all city grant applications for human services, to pursue federal grant-in-aid funding,

and to continuously monitor and analyze the delivery of human services in Syracuse. In addition, OFSAC has the responsibility to make available to any agency its expertise in writing grant applications and to provide technical assistance in program development and implementation.

Each of OFSAC's four divisions(planning unit, fiscal and grant management unit, office of program evaluation and operations unit) is involved in implementing and managing Entitlement. A close cooperative (non-financial) arrangement exists with the Syracuse Public School System, but there are no major subcontractors or other managing agents.

Entitlement intake is accomplished by the field stationing of Syracuse Youth Services (SYS) intake counselors. SYS is charged with operating the city's youth programs under OFSAC's umbrella. Counselors are divided into five local geographical areas, which are zoned to include the participating high schools and alternative education programs. The Syracuse Employment and Training Agency (SETA) is responsible for all adult employment programs under OFSAC. SETA job development specialists cooperate with SYS in the development of worksites in both the public and private sector.

Syracuse youth programs have traditionally served pregnant teenagers and ex-offenders, both of whom were identified as groups to be served in Syracuse's proposed program innovations. The site has merely continued to do so. SYS was originally set up (with LEAA funds) as a referral source for youthful ex-offenders and generally has had a large ex-offender caseload. SYS cooperates actively with the Young Mothers Educational Development (YMED) program run by the school district. This program provides day care for young mothers, as well as jobs for the same mothers in the day-care center. No special enrollment levels were

projected by the Syracuse Entitlement program, which simply indicated that it would continue service to these youths.

Entitlement provides an expanded youth employment program, operating through the existing youth employment delivery structure. Major emphasis is placed on worksite development in the private-for-profit sector. Entitlement staff developed a private-sector wage subsidy reduction plan, which provides for worksite sponsors paying 25-50 percent of participants' wages. A large number of Syracuse's private-sector worksites are small, family-run businesses.

Syracuse staff report an increasing level of involvement of handicapped participants in Entitlement. OFSAC and SYS want to encourage greater participation of these youth, but there are special problems, like transportation, which have limited their participation. An arrangement has been worked out with the Syracuse School District to provide transportation of handicapped youth from school to the worksite. This is a costly arrangement, and Entitlement staff are exploring other funding possibilities to facilitate this program.

With the exception of out-of-school enrollment difficulties, implementation of Entitlement has proceeded in a smooth manner. Because of good planning on the part of the OFSAC/SYS staffs, a smooth transition from the full-time summer program to the part-time autumn program was effected. Job placements to private- and public-sector worksites have been made according to Syracuse's long-standing policy of giving private sector priority to the older youths (i.e., juniors, seniors and those with the best program records).

In-school enrollment has held steady for some time now. This is attributed to the distribution of a pre-screening/recruitment device (in the form of a postcard) in the schools. One portion of the card describes Entitlement, its wages and working hours, and the other portion is a self-addressed, postage-

paid mailer which youths return to SYS with the pertinent personal information.

Syracuse's efforts to attract out-of-school youth have not been especially successful as compared to its rather strong showing in enrolling the in-school population. The problem with the out-of-school group seems to be the existence of another employment program sponsored by ACTION. This 8 million dollar program is run by Youth Community Services (YCS), a local private nonprofit agency which serves 16-21-year-olds in both the city of Syracuse and Onondaga County. The program has no economic or income guidelines and guarantees youth a job in the public sector with a $78.00 per week stipend. This "no-strings" program competes with Entitlement for the out-of-school population. SYS staff expect that the increase in the minimum wage will attract more youth into Entitlement, especially during the summer. SYS and YCS have an agreement whereby no youths can drop out of Entitlement to go into the ACTION program.

The program is generally well managed and supervised. OFSAC and SYS have a clear understanding of how each unit's role is related to that of other units. Good communication and cooperation exists between the prime sponsor, the mayor's office, the school system, organized labor, and public and private sectors. The integration of Entitlement with the city's ongoing programs has been sound and well conceived.

APPENDIX C

MDRC REPORTS ON THE ENTITLEMENT DEMONSTRATION

SCHEDULE FOR FORTHCOMING RESEARCH REPORTS

REPORT	ISSUES COVERED	DATE
Preliminary Report on Participation Rates and Return to School and School Drop-out Rates	• Participation rates of the baseline sample in the pilot sites through December, 1978 • Return to school and school drop-out rates	November, 1979
Implementation of Entitlement through September, 1979	• Implementation issues	March, 1980
Report on In-Program Impacts through Summer, 1979	• Participation rates • Employment impacts • Schooling impacts	April, 1980
Quality of Work	• Assessment of nature and quality of jobs provided	April, 1980
Private Sector Participation in Entitlement	• Issues of private sector involvement in the demonstration	June, 1980
Entitlement in Rural Areas	• Implementation and participation issues in Mississippi and selected Tier II rural programs	September, 1980
Final Implementation Research Report	• Implementation issues	March, 1981
Report on In- and Post-Program Impacts through June, 1980	• Participation rates • Employment impact • Schooling impacts including return to school and school drop-out rates	April, 1981
Final Report on In- and Post-Program Impacts	• Post-program impacts through September, 1981	April, 1982
Summary Report on the Demonstration	------	June, 1982

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